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Report of the Government-General of Chosen, 1914

RESULTS
OF
THREE YEARS' ADMINISTRATION
OF
CHOSEN
SINCE ANNEXATION



GOVERNMENT-GENERAL OF CHOSEN

JANUARY, 1914

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PREFACE

The many and various enterprises and plans undertaken and carried out in Chosen by the Government during the three years following annexation are bases on which the new régime ^{is?} ~~are~~ built. A summarized and ^{related} ~~connected~~ account of these and the results obtained therefrom with reference to the state of things that existed under the former Korean Government, will be found interesting and at the same time will be convenient for showing how conditions in Chosen have changed. In November, last year, Count Terauchi, the Governor-General of Chosen, went to Tokyo by order and on reaching the capital immediately waited on the Throne, when he submitted to His Majesty a brief report of the results of the new administration during the past three years. Taking that report as foundation, this book is now compiled by adding thereto such statements as are most likely to prove useful to those desirous of knowing the conditions in Chosen. The book has also appended to it some of the more noteworthy of the Proclamations and Instructions issued by the Governor-General since annexation.

January, 1914.

RESULTS OF THREE YEARS' ADMINISTRATION OF CHOSEN SINCE ANNEXATION.

The annexation of Korea by Japan was a great and epoch-making event. It has solved an impending problem confronting the Empire of Japan for centuries and is considered to have eradicated causes of disaster, consolidating thereby the foundation of the Empire and assuring lasting peace for the Far East. In May, 1910, when I received a command from the Throne to carry out this important work, I was filled with fear and anxiety lest it should prove too great a task for my poor abilities to accomplish with success and so bring in its train great calamity to the nation. I was, however, determined to undertake the work in all sincerity and to do my best to complete it, so that I might respond to the Imperial will. Within a month of my arrival at my post, I opened negotiations with the Korean Government and in less than ten days I was able to conclude with that Government a treaty concerning annexation. That no trouble occurred pending or after this event is, in my belief, due to the august virtues of the Emperor as well as to the opportune time in which it was carried out. I do not think that it was owing in any degree to my scant abilities. I think further that though it was undoubtedly a great cause of felicitation to the State that the annexation was accomplished in peace, the ultimate end is by no means realized. There is no gainsaying that the final aim with which Japan has placed Korea under her rule is the transformation of a decayed kingdom into a prosperous and rich country, and the gift of good administration and peace to the new subjects of the Empire. Should the ruin and poverty pervading the Korean peninsula be left unremedied and lawless men be allowed to continue their outrageous conduct, no purpose whatsoever of the

annexation of Korea would be attained. This was a problem which weighed on me day and night and it has proved to be the source of constant anxiety to me. I have toiled incessantly for the past three years in order to solve this grave question in a satisfactory way. The various enterprises and plans I caused to be instituted during this period have not as yet borne such fruit as I hoped for, but thanks to the august virtues of His Majesty and the assistance and guidance given me by the Home Government, as well as to the strenuous efforts put forth by my subordinates, I am pleased to be able to say that not only have no serious blunders been committed but some good results have been attained. It is no easy task to uplift a decayed people and three years are too short a time to execute it. Still, judging the present by the past and inferring the future by the present, it may not be too much to say that the foundation of the administration of Chosen has been roughly established. In consideration of this, I propose to give a brief account of the administrative work carried out during the three years that have elapsed since the annexation of the country.

The annexation of Korea meant nothing less than the transference of the sovereign power to Japan of a country founded nearly two thousand years ago. Although, in striking contrast to Japan, the country underwent several great political changes and was successively ruled by different dynasties, with the result that the nation gradually sank into the lowest depths of decadence, it still retained the features of an independent state with an area of 14,000 square *ri* and a population of more than 13,000,000. For this reason, the state of things in Korea, when it was annexed by Japan, differed greatly from that prevailing in Formosa or Saghalien, when these came into the possession of Japan, or in Kwantung, when it was leased by Japan. In consequence the scope and form of the Government-General of Chosen had to be made to fit the administration of a whole state and population and it was especially deemed essential to adopt a policy, which, while being benevolent and sympathetic, should yet maintain unshakable the dignity of the government. Such a policy was thought to be indispensable in administering

Chosen, for unless it was adopted there was fear that the popular mind would constantly be in a state of restlessness and that the people would be at a loss to find a means to secure repose. It was also considered that in order to impress the people with the weight of the new régime it was necessary not only to have at its head a statesman of great prestige in whom the people would place great confidence, but to make the organization of the government complete and thorough. For this reason, when the Government-General succeeded to the Korean Government not much change was introduced in its organization. Thus only the Cabinet, the Board of Decoration and the Board of Audit of the old Government were abolished, the business of the Korean Imperial Household was transferred to the Prince Yi Household and that of the Educational Department to the Home Office, while all the other Governmental Departments, namely, the Departments of Home Affairs, Finance and Agriculture, Industry and Commerce, were left intact. The Office of Justice of the Residency-General was converted into the Department of Justice, and a Department of General Affairs was created. At the head of each of these Departments a Director was appointed instead of a Minister. The changes in the organization of the Government comprised these only, though, through the unification and retrenchment effected, the force of officials was reduced by 1,434 and the administrative expenditure lessened by 765,000 *yen*.

This reform in the Governmental organization, however, was effected to suit the conditions of the transitory period. So, taking into consideration the experience gained during the one year and a half following, another reform was introduced into it in April, 1912. This time with the purpose of carrying out the adjustment of the administrative and judicial organs as well as of reducing the Government expenditure, the Department of General Affairs was abolished and its business transferred to the Governor-General's Secretariat, the Investigation, Printing and Monopoly Bureaus were also abolished and their business transferred to some other Departments or Bureaus. A civil Engineering Bureau was created in the Governor-General's Secretariat and all administrative business with

regard to harbour construction, highways, river improvement and repairs, hitherto dealt with by the several Departments, was placed under its management. As for the judiciary organs, the four-instance system with District Courts, Local Courts, Appeal Courts and a Supreme Court hitherto in force was made into a three-instance system with Local Courts, Appeal Courts and a Supreme Court. Further, the hearing in a Local Court was placed under a single judge as a general principle, a collegiate hearing being limited to special cases of an important nature. By this reform of the administrative and judiciary organs, the force of officials was reduced by 187 and the expenditure decreased by 478,000 *yen*.

But the Government-General of Chosen had to effect still further retrenchment. In carrying out the Budget for the fiscal year 1913, the Home Government decided to effect a great financial retrenchment and curtailed its general account subsidy to the Government-General of Chosen by 2,350,000 *yen*. Most of the many Government undertakings in Chosen, however, being those just initiated and not to be delayed, the Government-General, in order to respond to the call, was obliged to effect a great economy in salaries and general payments, office expenses and extraordinary expenditures.

Thus the Government-General has carried out administrative and financial adjustment three times within the past three years. Each time retrenchment was effected as far as the circumstances of the time when it was done allowed and care was taken not to introduce any radical change which would seriously cripple the working of the new régime. As regards the local administrative system, the introduction of a sudden and sweeping change was avoided at the time of annexation. Except those absolutely necessitating reform, all organs for local administration were left without any great change being introduced in their form, but efforts were put forth to improve their efficiency. The administrative divisions of the country, namely, Provinces, Prefectures, Districts and Myon (villages) were left as hitherto and though the old Korean appellation for a Provincial Governor was changed into a modern name, the old names for Prefects, District Magistrates and Village

Headmen were retained. The staff of local offices was generally increased and Japanese officials having ripe experience in local administration were appointed to them with a view to adjusting and unifying business. At the same time, however, care was taken not to ignore old usages and precedents in local administration and, with the purpose of carrying out improvement in it so as to suit the popular conditions, a Korean Councillor was appointed to each Province, Prefecture and District to give advice. Myon or villages being the lowest administrative division, their offices formerly did little public business except the collection of taxes. After annexation, the Government-General paid special attention to the training of headmen of Myon, raising their official rank and charging them, in addition to the collection of taxes, with business connected with the encouragement of productive industry, education, hygiene, civil engineering and other public works.

Under the former Korean Government Japanese residents in Chosen were under the jurisdiction of Japanese Consuls and had self-governing organs among themselves established in conformity with a Law concerning Japanese Municipalities promulgated in 1906, which dealt with business relating to education, civil engineering, hygiene, relief and so forth, the funds needed being met by various taxes paid by the Japanese. These Japanese Municipalities existed in eleven cities, Seoul, Chemulpo, Fusan, Pyongyang, Chinnampo, Kunsan, Mokpo, Masan, Wonsan, Taiku and New Wiju, and practically constituted by themselves local administrative organs. In places other than these where Japanese lived in any number they organized themselves into what were called school guilds and these discharged a similar function. All these bodies were thus merely organs for carrying out self-government by Japanese residents for the sake of convenience while Korea was yet an independent state. Accordingly, when Korea became part of the Japanese Empire, they should have been abolished. There existed, however, circumstances which did not allow of their abolition and their inclusion into general local administrative divisions, so that their existence was officially recognized for the time being.

Besides these Japanese Municipalities there existed Foreign Settlements in Chemulpo, Chinnampo, Kunsan, Mokpo, Masan and Songjin, while in Chemulpo, Fusan and Wonsan there existed Chinese Settlements. These Foreign Settlements were formed by virtue of certain agreements concluded between the Korean Government and the Treaty Powers concerned. It was provided that these Settlements should be established within the limit of fixed areas, no Korean being allowed to live in them, and the inhabitants thereof were restricted to subjects of the Treaty Powers. Lots were leased in perpetuity to residents in return for annual rents paid, and all public business concerning them was administered by Foreign Municipal Councils, composed of Prefects, Foreign Consuls and representatives of residents possessing lands so leased. The Chinese Settlements were roughly the same in character as the Foreign Settlements, the only difference being that their administration was undertaken by Chinese Consuls. The administration of all these foreign settlements should have been transferred to the Japanese Government simultaneously with annexation. As in the case of the Japanese Municipalities, however, for the sake of convenience their existence was officially recognized for the time being and, with the exception of police affairs, all their public business was left to be dealt with as hitherto. Inasmuch as all things have since been gradually adjusted and the time had arrived for the adjustment and unification of the local administrative system, negotiations were opened by the authorities with the foreign Consuls concerned with the view to the abolition of the foreign and Chinese settlements. With regard to the Foreign Settlements, the negotiations were held in April, 1913, while those relating to the Chinese Settlements were held in November of the same year. The negotiations resulted in an agreement being arrived at that all the foreign and Chinese settlements should be abolished and included in the administrative divisions of their localities and that the holders of perpetual leases of lands in them should bear as a general principle the same duty with regard to taxes and other public dues as ordinary land-owners. The adjustment of the foreign and Chinese settlements as well as of the Japanese Municipalities is

to be enforced on April 1, 1914. In cities, where Japanese Municipalities have hitherto existed, a new administrative system, called *Fu* system, will be enforced, which will bring under its jurisdiction Japanese, Koreans, foreigners and Chinese living in them and give them all a uniform administration. As regards the education of Japanese children, however, Japanese residents alone will be taxed to meet expenses connected with it. But as it is considered necessary to give monetary aid for the purpose, they will be required to form amongst themselves school guilds charged with the duty of dealing with business concerning the education of Japanese children.

At the same time, after a careful consideration of topographical features, means of communications and density of population throughout the peninsula, the adjustment of many districts and Myon (villages) was accomplished by altering their boundaries. To be particular, of the 317 districts hitherto existing 97 were abolished, while of the 4,338 myon about 1,000 were abolished. It is hoped that, as a result of all these measures for adjustment being enforced, great economy in administrative expenditure and despatch in the transaction of local public business will be secured.

As for judiciary business its administration was entrusted by the former Korean Government to the Residency-General in the year prior to annexation and so the organization of Courts of Justice were all but complete in outline. The administration of police business having direct relations with the welfare of the people, however, was at that time still in the hands of the Korean Government. But not only were the existing police organs lacking in efficiency, but their distribution was far from satisfactory, with the result that there was left much to be desired in the maintenance of peace and order. In these days Japanese gendarmes stationed in Chosen were engaged in suppressing insurgents or brigands who made their appearance in various parts of the country. Naturally in doing this, they needed a great deal of aid from the police. Due, however, to the fact that both parties were independent of each other and had different organizations, they experienced much inconvenience in taking concerted action, encountering not infrequently obstacles caused by difference in the

discharge of their functions. This drawback was especially keenly felt at the time of annexation. So it was considered impossible to keep the people quiet and prevent popular disturbance by such incomplete police organs. For this reason it was deemed absolutely necessary that the police organs should be unified, so that the arrangements for maintaining peace and order might be completed. Accordingly in June, 1910, it was arranged that the former Korean Government should entrust the Residency-General with the administration of police business and the discharge of the same. Simultaneously in order to facilitate the discharge of duty common to both, the gendarmerie and police were amalgamated, the commander of the gendarmerie being appointed Superintendent of the Police and Commanders of gendarmerie detachments stationed in various provinces, Directors of Provincial Police. In this way, in addition to police officers already so engaged, gendarmes were charged with the duty of policemen and were made to serve under uniform direction. As a general policy, in places where the presence of military police was needed, or the suppression of insurgents and brigands was to be carried out, gendarmes were stationed, while in open ports and places along railway lines, where order was well-nigh established, police constables were appointed. By following this line of policy, the extension of the police organs and their fuller distribution were accomplished without involving any large increase in expenditure. With regard to the insurgents who rose in various parts of the peninsula some years before, they were all but suppressed at the time of annexation and only small bands of brigands remained in remote places. As a matter of fact in one year between September, 1908, and August, 1909, the gendarmes and police had more than 780 encounters with insurgents and brigands, who numbered in all more than 34,400, and in the one year following they encountered their enemies totalling more than 3,400 on more than 210 occasions. But between September, 1910, and August, 1911, they had only 52 encounters with the enemies, who numbered in all only about 390. Under the circumstances, in November, 1912, the police forces, which were hitherto held in concentration at

various centres, were divided into small parties and distributed throughout the peninsula. Thus it was arranged that each prefecture or district should have, on an average, either one police office or one gendarmerie detachment, or one gendarmerie station, while minor police and gendarmerie stations established were doubled in number. Thanks to these measures the policing of the country became very thorough, as proved by the remarkable decrease in the number of encounters the gendarmes and police had with brigands. Thus in one year, between September, 1911, and August, 1912, there were only thirteen such encounters and the total number of brigands engaged was only about 70, while in the same space of time, between September, 1912, and August, 1913, such encounters further decreased to five and the total number of brigands engaged to about 45 only. Thus the administration of police affairs was made all but satisfactory.

Various administrative organs have since annexation been adjusted so as to suit actual conditions and have been made in the main perfect, but their satisfactory working depends chiefly on the cooperation and united efforts of the men serving in them. In consideration of this, I, the Governor-General, have been paying great attention to their superintendence and encouragement, issuing to them instructions or warnings. In these addresses I explained to them the arduousness and importance of the successful administration of Chosen, reminded them of the imperative need of observing regularity and uprightness in their conduct, and warned them against loose and dissolute habits. I also told them at length to avoid red tape, to aim at speedy and simple despatch of official business, and specially to exert themselves in order to be able to cope with the ever-increasing volume of business to be despatched while funds and staff needed in doing it were limited. Further I pointed out to them that officials serving in Chosen, having, as they did, the additional duty of showing good examples to the new subjects of the Empire, must discharge their duties with more faithfulness and diligence than their colleagues in the mother country. I caused rules to be specially drawn up for officials in Chosen to observe when conducting official

business and enjoined them to follow these faithfully in addition to the ordinary public service regulations. These instructions and warnings were given to all officials already serving and to those newly appointed. In short I enjoined them to engage in their work always bearing in mind their responsibility to the Sovereign and the State, to hold themselves upright, to live simply, to be careful in their speech and behaviour and to carry themselves in a dignified manner worthy of their special social position. I hoped thus to see a state of things in which there was little to be desired in the conduct of officials in Chosen in the execution of their duties. In my opinion the position of Chosen in its relation to the Empire is entirely different from that of the colonies of western countries in their relation to their mother countries. The latter being far from their mother country and the natives differing widely in race, as well as in manners and customs from those of the nation to which they belong, it is of the greatest difficulty to make them integral parts of the governing country, so that they remain permanently as colonies. The relation between Japan and Chosen, however, is vastly different, the two being in close proximity as regards their geographical position and their inhabitants being the same in race. It seems that no great obstacle lies in the way of the two nations being assimilated and so becoming one. But in contrast to Japan, which, thanks to the wise and beneficent reigns of her successive Emperors, has steadily progressed towards civilization, Chosen lagged behind the times and fell into a state of weakness and decadence. Under the circumstances, though Japan and Korea have now become incorporated into one nation, there naturally exists a relationship in which one is the leader and guide and the other, the follower and pupil. In order that they may become thoroughly assimilated, the former must guide and assist the latter, while the latter must endeavour to work hard for self-improvement. The Government-General, with the purpose of making the new dominion part of the Empire of Japan in reality as well as in name, intends to leave nothing undone that can avail to guide, teach and develop the Korean people. But in order to attain the object referred to, the cooperation and efforts

of Japanese living all over Chosen and coming daily in direct contact with the natives must be secured. Fortunately Japanese migrating to Chosen have been steadily increasing in numbers since annexation. In 1910 the Japanese living in the peninsula numbered only about 146,000 forming some 43,000 households. In June, 1913, the figures increased to more than 264,000 and 75,000 respectively, showing increases in the interval of three years of more than 118,000 in population and 31,000 in households. It is certain that in the course of a year or two the Japanese population in Chosen will double that existing at the time of annexation. This is indeed a matter for much rejoicing. It may be said, by the way, that prior to annexation there were in Chosen not a few Japanese who held themselves very haughtily towards Koreans and treated them with scant respect. I, the Governor-General, thought that if such attitude on the part of Japanese towards Koreans were left unremedied, the latter would harbour ill-feeling against the former and it would prove a great obstacle in the way of bringing about intimate relations between them. Accordingly I frequently gave instructions to the Japanese residents in Chosen to the effect that, as the Korean people were now subjects of the Emperor and their fellow-nationals, they should show sympathy towards them, treat them with kindness and live in harmony with them, helping each other. It is gratifying to note that the attitude of Japanese towards Koreans has lately changed for the better. Many Japanese, possessed with the resolution to live in Chosen permanently, endeavour to assist and guide their Korean neighbours. Another welcome tendency is also observable among Japanese residents and it is that in undertaking business many of them do not aim at gaining immediate profit but take into consideration the good of the general public for generations to come. In former days Japanese residents in Chosen mostly congregated together in the open ports and vicinity and engaged in the import and export trade or in retail business on a small scale. After annexation, however, when peace was generally restored in the interior and travelling and habitation by Japanese became safe, Japanese settling in important places outside the open ports and

engaging in mining, agriculture, fishing, transportation and other business, steadily increased. Especially noteworthy is the fact that Japanese engaged in agriculture, an industry which requires much time before substantial profits can be obtained from it, have changed their method of conducting it. Formerly Japanese buying paddy and dry fields in Chosen aimed at obtaining incomes by renting them to Korean tenants or reaping profits by re-selling them. Now those undertaking agricultural industry themselves are gradually increasing. Besides, as a result of the efforts put forth by the Oriental Development Company under Government directions to encourage the immigration of Japanese farmers, the number of Japanese farmers living in Chosen has greatly increased. Thus at the time of annexation the total number of their households was about 2,130. These figures increased to 2,960 during the following year (1911) and further increased to 4,380 during 1912, showing an increase of more than double those in the year of annexation. Also in former days it was usual for Japanese fishermen to come to Chosen only during the fishing season, but in recent years many have settled permanently in localities along the coast and are engaged in their business in partnership with Korean fishermen. Further, in all branches of industry, such as agriculture, technical industry and commerce, Japanese undertaking these employ many Koreans as their business assistants or workmen and there are also to be found many instances in which Japanese and Koreans are jointly undertaking business. Such being the case it may be said that the economical development of Japanese in Chosen not only contributes greatly to the opening up of the natural resources of the country but assists in a great measure in the assimilation of the Korean people. In view of this, I, the Governor-General, took every opportunity to counsel and encourage Japanese businessmen in Chosen. Among other measures taken I invited leading Japanese businessmen, long resident in Chosen, with ripe experience and considered to be leaders of local inhabitants on account of their financial standing and business ability, to a party specially given for them in Seoul on *Kigensetsu* (February 11, one of the three great Japanese national holidays) of 1913

and, after explaining in outline the policy of the Government, urged them in carrying on their business not to confine their aim to the promotion of their own individual interests only but to bear in mind the promotion of the interests of the State. I also urged them to lead Japanese businessmen in elevating their personal prestige and reputation, to show good examples to Koreans with a view to awakening their spirit of enterprise, and also to work for the promotion of good relations between Japanese and Koreans. I am glad to say that those present on the occasion all appreciated my motive for giving the party referred to, and, on the eve of their departure for their respective homes, decided to raise a fund among themselves in order to undertake afforestation work in commemoration of the meeting and thus to aid in the promotion of the public good. This incident will serve to show with what idea Japanese businessmen conduct themselves in Chosen.

Under the former Korean Government nearly all institutions were in a state of disorder and decadence. Such was especially the case with the finance of the country. Though the Department of Finance had its position in the organization of the Government and an annual budget was framed, it was nothing more than a mere formality. All the Government Departments issued orders for payment at will and required the Finance Department to honour them. In many instances they obtained their own revenues and paid their own expenses, having, so to speak, separate funds of their own, thus making it impossible for the State Treasury to ascertain how much income was obtained and how much expenditure met by the Government as a whole. Especially was there no distinction between the Imperial Household and the Government, the former levying several taxes at will and standing independently of the State Treasury. Some improvement was introduced into this state of affairs after Mr. (now Baron) T. Megata, the then Director of the Revenue Bureau of the Finance Department of the Japanese Government, was engaged by the Korean Government as Financial Adviser in October, 1904. After his appointment to the post, Mr. Megata worked hard to adjust the Korean State finance, causing among

other measures the strict observance of the financial law, the unification of organs for collecting taxes as well as making a distinction between the properties owned by the Imperial Household and those owned by the State, thereby rendering great service in putting into order the chaotic finance of the Korean Government. It was not, however, until the Residency-General of the Japanese Government was established in Seoul in 1906 that it was possible to obtain a basis for correct and reliable figures in the framing of a budget. In that year the total expenditure of the Korean Government did not exceed eight million *yen*, but it increased along with the progress of reform work concerning administration. In 1907 a treaty was concluded between Japan and Korea, by which it was provided that Japanese should be appointed as officials of the Korean Government. This resulted in an expansion of the different Departments of the Government and the organization of law courts, as well as in the promotion of various industrial enterprises and the inauguration of several construction and civil engineering works, necessitating a large expansion in the State expenditure. As a matter of fact, it increased in that year to 17,370,000 odd *yen* and there were indications that it would increase year after year. As it was quite plain that the State income hitherto obtained was insufficient to meet the growing expenditure, in order to make good the deficiency, the Imperial Government of Japan undertook to advance to the Korean Government, free of interest and for an indefinite period, a loan amounting to 19,682,623 *yen* in the course of six years, between 1907 and 1912. From that year the Japanese Government delivered each year to the Korean Government, part of the loan ranging between 1,700,000 *yen* and 5,200,000 *yen* until the year in which annexation was carried out, when the aggregate sum advanced reached 14,200,000 odd *yen*. Under such conditions, when the Government-General of Chosen was established after annexation the income it was able to collect in the peninsula was far from being sufficient to defray the total expenditure incurred in its administration. Yet there were many enterprises requiring to be immediately undertaken in order to develop productive industry in the

new dominion of the Empire. For this reason, on the occasion of annexation the income and expenditure of the Government-General of Chosen were made special accounts and it was provided that all its income should be used in meeting its expenditure and should there be any deficiency it should be made good by an appropriation from the general accounts of the Empire. The sums thus appropriated from the general accounts of the Empire for the benefit of Chosen were 2,885,000 *yen* between October 1, 1910, and March 31 of the following year, 12,350,000 *yen* for each of the fiscal years 1911 and 1912 and 10,000,000 *yen* for the fiscal year 1913. The total expenditure for the last named fiscal year amounted to 51,781,000 odd *yen*, and as compared with that of the Residency-General and former Korean Government for the fiscal year 1909, the year preceding annexation, which amounted to 41,096,000 odd *yen*, it shows an increase of 10,684,000 odd *yen*. This sum was principally appropriated for meeting the growing outlay needed for the construction of new railway lines, repairs and construction of highways, harbour construction and other works requiring immediate attention in developing Chosen as well as those attendant on the progress of railways, communications and other Government business. As for the income of the Government-General, the total amount it obtained during the same year was 62,126,000 odd *yen*. Of this 28,764,000 odd *yen* was ordinary revenue derived from taxes, incomes from Government business and properties and miscellaneous sources. The balance, 33,362,000 odd *yen* in amount, was extraordinary revenue, raised by public loans and appropriations from the general accounts of the Imperial Government, besides some amount brought over from the preceding year. Excluding for the sake of illustration this extraordinary revenue, when the ordinary revenue, 28,760,000 *yen* in amount, is compared with that of the year prior to annexation, viz. the fiscal year 1909, which amounted to 20,780,000 odd *yen*, an increase of about 8,000,000 *yen* is shown. This increase was chiefly due to the adjustment made in the taxation system as well as to the increased revenue obtained in consequence of the development of various businesses.

In Chosen items on which taxes were imposed were not many and their rates also were not high. In consequence there is margin for new sources of taxes and increase in their rates. Inasmuch as, however, it goes contrary to the Imperial wishes to add to the burden of a people suffering long from poverty besides acting as a deterrent to the development of the new dominion, the Government-General has refrained from creating new taxes, but has followed the old taxation system, putting forth its principal efforts for adjustment and striving to make the people share fairly in the taxation as well as to make the collection of taxes secure. This policy has proved very satisfactory as may be seen from the fact, already referred to, that the ordinary revenue obtained during the fiscal year 1912 was greater by about 8,000,000 *yen* than that obtained during the fiscal year 1909 and that during the fiscal year 1913 a further increase of more than 1,300,000 *yen* is expected to be seen in the amount of the ordinary revenue as compared with the preceding year. This shows that the policy hitherto pursued is in no way a mistaken one. There are some people who, thinking that the Government measures hitherto taken are too stupendous, advocate retrenchment. The view of these people, however, must be said to be superficial. In Chosen all things are in a stage of inauguration and it goes without saying that the administrative affairs in the peninsula are widely different from those in the mother country, where order is very well established and people do not need much guidance from the Government. Now, to compare the expenditure defrayed by the Imperial Government for the protectorate of Korea prior to annexation with that defrayed after it. During the protectorate régime the Imperial Government paid all the expenses needed for the Residency-General and its affiliated offices and military and naval defence, as well as those for maintaining railway traffic, postal and telegraphic communications, the Yalu and Tumen forest undertaking and so forth. In addition, not only were there loans advanced to the Korean Government for making good the deficit in its budget, but after the judiciary administration was entrusted to Japan in 1909, the Imperial Government paid all the expenses

connected with it as well as those for maintaining prisons. In this way, the annual amount of expenditure defrayed by the Imperial Government for Korea was very great, even after incomes from various undertakings under its management and other sources were deducted from the sum total. Thus in 1907 it amounted to about 27,000,000 *yen*, in 1908 about 31,000,000 *yen*, in 1909 about 21,000,000, in spite of some decrease witnessed in the expenditure for military and railway work and in 1910 to about 25,000,000 *yen*, including expenses connected with annexation, the average annual amount reaching about 26,000,000 *yen*. In 1911, the year after annexation, however, when all the expenditure needed for the administration of Chosen, with the exception of military expenses, was included in the special accounts of the Government-General of Chosen, the appropriation made for it from the general accounts of the Imperial Government was only 12,350,000 *yen*. This economy in the expenditure is noteworthy on account of quite a number of new items of expenditure for encouraging productive industry, improving means of communications and so forth, being added to the list of items of expenditure. It was made possible by the economy effected by retrenchment in the running expenses of administrative organs, the raising of a public loan, for the payment of which the Government-General is responsible, and the increase of incomes from various sources. In 1912, the appropriation for Chosen from the general accounts of the Imperial Government was further curtailed to 10,000,000 *yen*. Accordingly, it will be seen that even though military expenditure is added to this, the burden of the Imperial Government on account of Chosen, as compared with that prior to annexation, has not only not increased but decreased. For the present fiscal year, the appropriation is also 10,000,000 *yen* in amount. It is evident, however, that it is quite possible to reduce the appropriation gradually along with the development of productive industry and the growth of wealth of the people in this peninsula.

In order to open up the way for industrial development for a people in a primitive stage of economical progress, it is necessary to reform the method of the transaction of business in general and to

facilitate the use of capital. In Chosen fortunately, since a Japanese Financial Adviser took up his duties in 1907 and the Residency-General was established in 1906, along with the adjustment of the general financial administration, a reform of the currency system has been carried out. It was decided to withdraw the old nickel coins and *yopchon* (literally, leaf cash, made of bronze and of very small value), which were the chief cause of the disorder in the currency system, and replace them with new coins. Soon after annexation, the withdrawal of these old coins was completed and so in February, 1911, the issue of new coins was suspended, it being decided that those already issued should gradually be withdrawn by exchanging them with coins of the Japanese Empire. At the end of August, 1910, the total amount of coins in circulation was 250,000 *yen* Japanese and 5,460,000 *yen* Korean. This increased by the end of August, 1913, to 3,300,000 *yen* Japanese and 3,220,000 *yen* Korean. Again at the time the adjustment of currency was in progress bank-notes issued by the Dai Ichi Ginko (First Bank) were officially recognized as legal tender and allowed to be used in both public and private transactions. In 1909, however, simultaneously with the establishment of the Bank of Korea (now Bank of Chosen) the bank took over from the Dai Ichi Ginko both the privilege and responsibility of issuing notes. It may here be said that at the time of annexation the total amount of bank-notes in circulation was 14,320,000 *yen*, but it increased to 19,770,000 *yen* by the end of August, 1912. From these facts, it may be seen how steadily the economical world in Chosen has grown. Another proof of the economical growth of Chosen is the steady expansion of business of the Bank of Chosen, agricultural and industrial banks and ordinary banks. At the end of August, 1910, the total number of main offices and branches of these banks was 70, but it was 93 at the end of August, 1913. Besides these banks, a sort of credit organization styled Local Association for Money Circulation, which was first established in 1907, with the object of facilitating the circulation of funds among small farmers and assisting in the improvement and development of the agricultural industry, was in

existence in 99 places at the time of annexation. It now exists in 193 places, being an average of two for every three districts. In this way there is now scarcely a local centre, which does not possess some organ for money circulation. To give an idea of the business conditions of these monetary organs, the total amount of deposits held in trust and that of advances made by them at the end of August, 1910, the year of annexation, was 18,050,000 *yen* and 19,300,000 *yen* respectively. These figures were augmented by the end of August, 1913, to 36,660,000 *yen* and 53,700,000 *yen* respectively, showing increases of 200 per cent. in the former and 230 per cent. in the latter. All this will show the development of the general economical conditions attained as well as the useful services rendered by the various monetary organs.

One phenomenon worthy of note, together with the steady development of general economical conditions in Chosen, is the rapid growth of the foreign trade of the peninsula during the three years since annexation. In 1909, the year prior to annexation, the total amount of the trade was 52,890,000 odd *yen*. During several years preceding that year, there were seen some variations in the amount, but in no year did it reach 60,000,000 *yen*. In 1911, the year after annexation, however, it suddenly grew to 72,940,000 odd *yen*. In 1912, it further increased to 88,100,000 odd *yen* and in 1913, it reached 102,450,000 odd *yen*. The average annual amount for the three years since annexation being thus 87,830,000 odd *yen* and that for the same length of time prior to it, 55,900,000 odd *yen*, it will be seen that there was an increase of 31,930,000 odd *yen* a year on an average. One regrettable thing, however, in connection with this is the excess of import over export, which has been a special feature of the foreign trade of Chosen since the days of the Korean Government. But the cause of this unfavourable feature of the trade of Chosen is not permanent nor ineradicable. The fact is that this has been brought about by the import, temporary in nature, of material for railway building, harbour construction, other constructions and business undertakings by private individuals, as well as by a great increase in Japanese immigrants and an advancement of

the purchasing power of the people at large. Under the circumstance the abnormal tradal condition referred to need not be regarded with pessimism. Especially noteworthy is the fact that the trade between Chosen and Japan showed very favourable conditions as against that between Chosen and foreign countries. Previous to 1910, the annual amount of the trade of Chosen with foreign countries was between 18,000,000 *yen* and 20,000,000 *yen*. This increased in 1911, to 25,540,000 odd *yen*, in 1912, to 31,970,000 odd *yen* and in 1913, to 36,680,000 odd *yen*. But the increase in the amount of trade between Chosen and Japan, which usually constitutes 60 to 70 per cent. of the total amount of the trade of Chosen, was still more remarkable. Thus, whereas the average annual amount of the Chosen-Japan trade during the three years prior to annexation was 36,550,000 odd *yen*, that during the three years after it was 56,420,000 odd *yen*, showing an increase of 19,870,000 odd *yen*. This will show how rapidly the Japan-Chosen trade has grown since annexation. It goes without saying that along with the growth of the foreign trade of Chosen, the Customs revenue has also grown. In 1909, the total amount of customs duty collected was 3,060,000 odd *yen*, but in 1912, it increased by about 1,700,000 *yen*, that is to 4,710,000 odd *yen* and that despite the fact that export duties were abolished on all Chosen products, except barley, soya beans, red beans, *perilla ocimoides* seeds, live-stock, ox-hides, coal and iron ore. Also, besides the import and export of goods, during the three years since annexation about 120,000 Japanese have migrated to Chosen. Most of these undertook some new business and though some failed it is quite certain that generally they have increased their wealth as compared with what they had when they lived at home. Adding to this the profit arising out of the opening up of many new sources of wealth, there is no doubt that the sum total is something great. The amount defrayed by the Imperial Government of Japan in connection with annexation, as well as for the administration of Chosen after it, is by no means insignificant. But if judged only by the results so far obtained, it will be seen that the reward reaped for developing Chosen is con-

siderable. The reward to be reaped in the future will be equally remarkable, as the present still belongs to the time when the establishment of new works and the investment of capital were begun.

The steady increase of revenue from various sources and the rapid expansion of the foreign trade in Chosen are proofs that the natural resources of the country are gradually being opened up and the wealth of the people at large is steadily on the increase. This is a fact greatly to be rejoiced over. In order to achieve success in the administration of a people like the Koreans long in the grip of poverty, it is of course necessary to give them security of life and property, but, besides giving it, steps must be taken to advance their social conditions and lead them to a higher standard of civilization. It is fortunate that Chosen is rich in natural resources. Its mountains contain gold, copper, iron and other valuable minerals; its seas abound in fish and other marine products; while its fields, though not ideally fertile in some places, are capable of yielding abundant crops. The country extending, as it does, from north to south, can be made productive of all varieties of corn, if only proper methods of cultivating the soil be adopted. Especially is it fortunate that the climate in Chosen is exceptionally good and that dry and wet seasons are generally experienced in a regular manner. Hence it is quite natural that agriculture should have constituted the principal profession of the people since early times. But the trouble with the Korean people was that they depended on the bounty of nature for obtaining agricultural crops and did not endeavour to increase them by the application of scientific knowledge. They have left their mountains denuded of trees with the result that when wet weather continues for a long time they suffer from floods and when drought continues they have little means of irrigating their fields. In consequence the quality of their crops has deteriorated and though they might not have decreased in quantity there was little chance that they would increase. As for the cultivation of vegetables and fruit-bearing trees, the industry may be said to have been almost entirely neglected by the Korean farmers. Under these circumstances, I, the Governor-General, on assuming the office,

endeavoured before anything else to bring about an improvement in the agricultural industry of the country. In order to accomplish this purpose I planned the extension and creation of organs for encouraging agriculture and introducing improved agricultural methods. For the benefit of the agricultural industry in general, besides the Model Agricultural Station at Suwon, the central organ, I caused the establishment of two branches of the institution, one at Taiku in North Kyongsang Province and the other at Pyongyang in South Pyong-an Province. For sericulture, another branch of the institution was established at Yongsan near Seoul; for cotton cultivation, one at Mokpo in South Cholla Province; and for horticulture, one at Tukto near Seoul and another at Wonsan in South Hamkyong Province. Besides these, as local organs I caused the establishment of nurseries in all the provinces, charged with the investigation of all matters relating to agriculture, examinations and tests of agricultural products, fertilizers and so forth, giving instruction in improved agricultural methods to Koreans and distribution of seeds and seedlings. I also caused sericultural schools and agricultural schools to be established, the former in many places and the latter in important local centres. Further, I appointed a large number of experts to the central and provincial offices to teach and guide Koreans in general agricultural industry, sericulture, stock-breeding, irrigation and so forth. I also occasionally issued special instructions with regard to the cultivation of rice and upland cotton, sericultural industry and stock-breeding and showed methods to be pursued in effecting improvement and obtaining increased crops. Finally, in order to encourage the general agricultural industry I abolished, in 1912, export duties on rice, cotton, silk-cocoons and many other agricultural products.

The cultivation of rice takes by far the principal place in the agricultural industry in Chosen. Its crops are so abundant that, besides meeting the demand at home, a large quantity is exported to Japan and abroad. Since annexation various measures have been taken for improving the species of the cereal, the methods of giving fertilizers and the facilities for irrigating paddy fields, with

the result that the crops obtained have remarkably increased in quantity. During the three years prior to annexation, namely between 1908 and 1910, the average annual amount harvested was some 8,000,000 *roku*. In 1911, the year following annexation, however, it increased to 10,070,000 *roku* and in 1912, despite the fact that the country suffered from both drought and floods, it stood at 8,970,000 *roku*. In 1913, the country suffered again from drought between the end of August and September; nevertheless the rice crop obtained exceeded 10,000,000 *roku*. As regards rice exported to Japan and foreign countries, whereas the total amount of the cereal exported in 1910 was valued at 6,270,000 odd *yen* and that in the following year at 5,280,000 odd *yen*, it increased to 7,520,000 odd *yen* in 1912 and to 14,490,000 odd *yen* in 1913. Barley is next to rice in importance as an agricultural product of Chosen. The annual crop of this cereal amounted on an average to about 4,000,000 *roku* during the three years preceding annexation. In the year following annexation the amount increased to 5,150,000 *roku*, in 1912, to 5,600,000 *roku* and in 1913, to 5,800,000 *roku*. As to soya beans, red beans, millet, potatoes, fruits and other agricultural products equally remarkable increase in their crops, as well as improvement in their quality, was witnessed during the three years following annexation.

Cotton can be cultivated with advantage in all parts of Chosen, but cotton of native species has been found not quite good for spinning purposes. In consequence measures were taken to improve it. At the same time, it being recognized that cotton of the American upland species grows well in South Chosen, the former Korean Government, under direction of the Residency-General, put forth efforts for encouraging its cultivation in that part of the peninsula by establishing at Mokpo a temporary station for the experimental cultivation of American cotton. After annexation, in order to promote its cultivation by Korean farmers still more widely, the station was converted into a branch of the Model Agricultural Station at Suwon and experts with experience in the cultivation of cotton were appointed to offices of prefectures and districts suitable

for the cultivation of upland cotton. Further, guilds of cultivators of cotton were caused to be formed, farmers showing themselves specially zealous in the cultivation of upland cotton were publicly rewarded by the presentation of agricultural implements and the produce of places having difficulty in disposing of it was made saleable by the cultivators being given subsidies towards the cost of transportation. In these ways, the cultivation of upland cotton was most vigorously encouraged with a very satisfactory result. Thus, whereas in the year when annexation was carried out the area of land devoted to the cultivation of upland cotton was about 1,000 *cho* and its cultivators numbered less than 20,000, in 1912, the area increased to about 6,500 *cho* and cultivators to 77,000, while in 1913, the area reached 14,000 *cho*. As to the amount of cotton exported to Japan, while it was only about 250,000 odd *yen* in 1910 it increased to 920,000 odd *yen* in 1913.

— Like other branches of the agricultural industry sericulture was also formerly in a very undeveloped condition. Silk cocoons produced in Chosen were inferior in quality and diverse in variety. Mulberry leaves used were also very inferior in quality, and mulberry orchards were limited in area. In short the condition of the sericultural industry in the peninsula was anything but satisfactory. In order to raise it, therefore, measures were first taken to cause the Model Agricultural Station and provincial nurseries to rear and distribute among Koreans seedlings of the best varieties of mulberry trees imported from Japan. Subsidies were also granted to people forming mulberry orchards, so that the cultivation of these seedlings might be encouraged and the area of mulberry orchards enlarged. Koreans soon found that leaves of Japanese mulberry trees were superior in every respect when compared with those of Korean trees and the number of people cultivating them steadily increased. In 1912, the total area of orchards planted with Japanese mulberry trees reached about 1,600 *cho* throughout the peninsula. Also in order to do away with the diversity in variety of native silk-cocoons, the Model Agricultural Station was charged with the task of selecting species best suited to the climate of Chosen. The result was

that three varieties of spring breed, one variety of summer breed and one variety of autumn breed were selected and eggs obtained from these five varieties of silkworms by the Model Agricultural Station were distributed among Provincial Offices, which then undertook through various sericultural organs the distribution of the eggs among individual people engaged in sericulture. As silkworms hatched from these eggs were found to be very strong in resisting diseases and their cocoons were excellent in quality, the hatching of silkworms from eggs of the improved species rapidly became general and the demand for cocoons spun by them also greatly increased, while the price quoted was three times that given for cocoons of the native species. As people in general outside agricultural people can engage in the sericultural industry with comparative ease, along with the encouragement given by the Government those undertaking it remarkably increased in number and the total crop obtained in 1913, including spring, summer and autumn breeds, amounted to as much as 35,400 odd *koku*, whereas that obtained in 1909, the year preceding annexation amounted to only 11,900 odd *koku*.

Cattle are indispensable to the agricultural industry in Chosen and occupy a prominent position in the list of items of the export trade of the country. Accordingly I paid great attention to the improvement and increase of the breed. Among other measures taken, I issued special instructions concerning the subject and caused subsidies to be granted to each province for the purchase of fine specimens of bulls produced in North Chosen for breeding purposes. These animals were either sent round to villages or lent to farmers for the service of their cows. Very frequently fine specimens of bulls kept at private farms were selected and, the owners being given monetary compensation, these were used for breeding purposes in adjacent places. Further in all local centres people were induced to organize cattle-guilds among themselves and to these experts were appointed to teach them the method of increasing their stock. Also the slaughter of cows in calf was restricted. By means of these measures, without depending on foreign breeds, the improvement and increase of the native breed best adapted to the soil and climate of

Chosen were undertaken and the result obtained was very satisfactory. Thus, whereas the total number of cattle in Chosen was 628,000 in 1909, and 703,000 in 1910, the year of annexation, it increased to 906,000 in 1911, and 1,040,000 in 1912. Now Korean cattle being in great demand at Vladivostock and in other parts of Siberia, as well as in Japan, there is little doubt that they will become one of the most important products of Chosen.

The encouragement of afforestation is what is most closely connected with the improvement of the agricultural industry. In Chosen, in consequence of the ruthless felling of trees and the denudation of mountains, floods or drought frequently occur and not only the agricultural industry but roads and railways suffer much damage. In order, therefore, to eradicate the evil the authorities early undertook to encourage afforestation among the people. In 1908, the Residency-General caused the Korean Government to provide regulations for the administration of forests in general, as well as for the management of State-owned forests, and thus fixed a general policy with regard to afforestation work in this peninsula. After annexation, in 1911, in order to complete the adjustment of forests and foster in the minds of the people at large the love of forests the old regulations were abolished and new Forestry Regulations and some minor regulations relating thereto were promulgated. At the same time strenuous efforts were put forth to encourage afforestation work. As a matter of fact, under the former Korean Government even ordinary administrative business was very frequently neglected, so that no measure whatever was ever taken for the protection of forests. Not only that, there was hardly any distinction between State-owned forests and those privately owned. Accordingly first of all, after due investigation of State-owned forests, those most needing protection were selected and their areas fixed, special offices for supervising them being created. As for those State-owned forests, the retention of which as such was considered unnecessary, it was arranged that these should be leased to private persons undertaking afforestation and that should they succeed in their work they should be transferred to their possession.

This measure was of course taken with a view to encouraging afforestation among people in general. As it has become gradually known among the public, private individuals or companies applying for lease of State-owned forests have been steadily increasing in number and at present the total area of forests leased by virtue of this measure is about 130,000 *cho*. Among other Government measures taken for afforestation, in Seoul and vicinity the Government undertook at its own expense the plantation of trees and the construction of protective embankments. This work was carried out, besides meeting actual necessity, in order to show model afforestation work to the people at large. The Government also caused, in 1911, all the provincial offices to start afforestation work at the expense of the provinces. As for seedling nurseries, which were established for the purpose of rearing young trees for use in undertaking this afforestation work and also for distributing them among the public for general afforestation purposes, there existed at the time of annexation six such institutions maintained at the expense of the State Treasury and five maintained by local revenue. After 1911, quite a large number of similar institutions were established with proceeds obtained from the Imperial Donation Fund granted to Chosen in connection with annexation. In 1912, the nurseries maintained at State expense were transferred with one exception to the management of local offices. As the result of all these measures taken, there existed throughout Chosen in July, 1913, 319 nurseries, including one maintained at State expense, 270 maintained by local revenue and 48 maintained by proceeds from the Imperial Donation Fund. In these nurseries seedlings of pines, acacia, chestnut, poplar and a few other trees were reared and distributed free. There are also not a few similar institutions established and managed by private persons and companies and these contribute in no small degree to the spread of afforestation work. Also in 1911, Arbor Day was established in Chosen, April 3, a great national holiday, being fixed upon, and 4,650,000 young trees were planted on that day by officials and private persons throughout Chosen. In 1912, 10,160,000 young trees were planted

and in 1913, 12,430,000. The steady increases in the figures will show how people in general are becoming cognisant of the benefit of afforestation.

Next to agriculture the two most important branches of industry in Chosen are fishing and mining. The coast line of the peninsula exceeds 6,000 miles in length and its waters are rich in fish, shells and useful sea-weeds. On account, however, of the primitive method employed in gathering them, as well as of the insufficiency of protection and encouragement given to the fishing industry, the wealth of the Chosen seas was not fully exploited. Accordingly in June, 1911, a Fishery Law and regulations thereanent were promulgated with the purpose of giving native fishermen security in their profession and of encouraging the visits to, and permanent settlement in, Chosen of Japanese fishermen. Also in provinces bordering the seas Korean fishermen were taught advanced fishing methods and the manufacture of fishing implements at the expense of the local revenue. These provinces also undertook the work of raising useful sea-weeds and shells, and testing or teaching methods of preparing marine products. Private persons or organizations were given subsidies to encourage improvement in fishing boats and implements as well as in the preparation of marine products. Measures were also taken for increasing the number of fish and preventing excessive catching of them. The control of trawlers and the prohibition of fishing by means of explosives were strictly enforced and poaching by Chinese fishermen in waters along the north-western coast, which was overlooked for many years past, was prohibited with a view to protecting the fishing industry in Chosen. Thanks to all these measures taken, the industry has begun to assume quite a new aspect. While on the one hand a great many Korean fishermen have adopted new fishing implements and methods or undertaken the culture of useful sea-weeds and shells, on the other, Japanese fishermen making temporary visits to, or permanently settling in, Chosen to engage in their profession have greatly increased in number. To show the growth of the fishing industry in Chosen by means of figures, while in 1909, the year preceding

annexation, there were about 75,000 Korean fishermen, who caught between them fish to the value of 3,690,000 odd *yen*, in 1912, the number of Korean fishermen increased to about 160,000 and their catch to 5,989,000 odd *yen* in value. As for Japanese fishermen engaging in their business in Chosen, while in 1909, there were about 15,000 of them and their catch amounted to 3,760,000 odd *yen* in value, in 1912, their total number increased to about 22,000 and their catch to 6,629,000 odd *yen* in value, nearly double the amount for 1909. The reason for the great difference in the amount of catch by Japanese fishermen, comparatively small in number, as against that of Korean fishermen, is to be found in the difference in the scale on which they carry on their business, the former doing so on an extensive scale and the latter on a very limited scale. It may be here noted that there is a fishermen's union in Chosen. This union, called the Chosen Marine Products Union, was first organized by Japanese fishermen in accordance with provisions of the Law for Marine Products Unions in Foreign Seas. Its headquarters are established at Fusan and branches or detached offices in important places along the coast. As the organization has proved itself to be useful in encouraging the improvement and expansion of the industry, as well as in making the protection and control of fishermen secure, it was arranged for the benefit of all that after July, 1912, Korean fishermen should be allowed to become members.

Gold is the most important of the mineral products of Chosen. Prior to annexation the annual output of the precious metal averaged between five and six million *yen* in value, but after annexation was carried out, due to an increase in the number of people undertaking gold mining, it reached more than nine million *yen* and constituted ninety per cent. of the total amount of minerals produced in this peninsula. Next in importance to gold, anthracite coal, iron and graphite come in order. Nearly all the important gold mines are concessions given to foreigners by the former Korean Government. These are Unsan Mines in North Pyong-an Province, managed by an American company; Suan Mines in Whanghai Province conceded to a British company, but leased and managed

by an American company ; Chiksan Mines in South Choongchong Province managed by the Chiksan Mining Company with American capital ; and Changsong Mines in North Pyong-an Province. Besides these there are Huchang Mines in North Pyong-an Province owned by an Italian company, Syenchon Mines in the same province belonging to a German company and Kokkanli Mines in North Choongchong Province owned by a British company. All these, however, are not as yet in full working order, their exploitation having been but just begun. An American company also owns copper mines in Kapsan, South Hamkyong Province, where prospecting is now being carried on, but no actual working has as yet been started. Mines worked by Japanese are alluvial gold mines at Syun-an in South Pyong-an Province, zinc mines at Lyongpyon in North Pyong-an Province, iron mines at An-ak in Whanghai Province, graphite mines at Yungheung in South Hamkyong Province and a few other mines, but in none of these mines is work done on an extensive scale. Besides these, there are gold mines at Changsong in North Pyong-an Province owned by Mr. K. Yasukawa, gold mines at Kusong in the same province owned by the Furukawa Firm, iron mines at Kaichon in South Pyong-an Province owned by the Mitsui Firm, iron mines at Kyomipo in Whanghai Province owned by the Mitsubishi Firm, coal mines at Anju in South Pyong-an Province owned by the Meiji Mining Company, and zinc mines at Somin in North Pyong-an Province. These mines are now being prospected but no actual working has as yet been inaugurated. Some mines are under Government management. These are iron mines at Chailyong and Eunyul managed by the Department of Agriculture and Commerce of the Government in Tokyo and coal mines at Pyongyang managed by the Government-General of Chosen.

Of all the mines above referred to the most prosperous are the Unsan and Suan mines. At the former some seventy foreign officials and experts are engaged besides about 2,000 miners and other labourers, while at the latter about forty foreign, Japanese and Korean officials and experts are at work, and about 900 miners and

other labourers. As will be seen from the above Chosen is by no means poor in mineral products, but to the great inconvenience of those desiring to engage in the mining industry there existed no reliable information concerning the mining zones of the country. The Government-General started, in 1911, investigation of those zones and up to the end of 1913 had completed it in the principal mining districts in North and South Pyong-an, North and South Hamkyong, Whanghai, Kyongki and North Kyongsang Provinces. This measure was taken in order to benefit those desiring to undertake the mining industry as well as for the purpose of retaining those mines found rich and promising, so that such might be worked in future by the Government or under some suitable arrangement. Most of the mineral products now obtained in Chosen are exported to Japan, this being especially the case with gold which is exclusively sent thither. As the mining industry calls for the employment of many Japanese and Koreans, the exploitation of Korean mines, no matter whether undertaken by Japanese, Koreans or foreigners, is greatly beneficial to the finances of the State.

The technical industry of Chosen was in a highly developed condition when the country was under the sway of the Koryo dynasty, but as a result of long years of maladministration it gradually declined and in recent years weaving, ceramics, manufacture of paper, metal work and a few other arts were the only branches of technical industry still remaining. These branches of industry were pursued on a very small scale, the workmanship was inferior and their production small in amount. As it was, most of the commodities of daily use had to be imported from abroad. So, with the purpose of reviving the technical industry of old Korea, the former Korean Government, under the direction of the Residency-General, established, in 1907, a Technical Industrial Training Institute in Seoul, where weaving, dyeing, ceramics, metal and wood work and applied chemistry were taught to Korean students. After annexation, in 1912, when the Government-General established a Central Chemical Laboratory, the institute above mentioned was affiliated to it. At the laboratory, testing is carried on in the

brewing of Japanese *sake* and wine, and analytic examination of minerals and other articles is made. Necessary arrangements are in the course of being provided for also carrying out examinations concerning weaving, dyeing, ceramics and applied chemistry. In the provinces many institutions were established at the expense of local revenue and with the proceeds of the Imperial Donation Fund for training Koreans in various branches of technical industry and subsidies have been and are given to the work undertaken by public spirited men for giving technical education to Koreans, as well as to various promising technical undertakings. As the result of all these measures taken, weaving, filature, ceramics and certain other branches of technical industry have shown some remarkable progress and in recent days some Japanese have launched out in the business of leather-tanning, weaving of matting, manufacture of paper, porcelain and so forth. It may be noted that prior to annexation factories with capital exceeding 30,000 *yen* under the management of Japanese or Koreans numbered 56 and their aggregate capital amounted to 8,100,000 *yen*. In 1912, the figures rose to 102 and 11,600,000 *yen* respectively.

Formerly joint stock companies in Chosen by Japanese were established mostly in accordance with the provisions of the Commercial Law obtaining in Japan. As for Koreans and foreigners forming business corporations there was no law to control them and the treatment of their companies by the Government was very variable. After annexation, along with the rise in the spirit of business enterprise, people desiring to launch business undertakings by organizing companies gradually increased in number and it was found necessary to frame laws and regulations concerning such business corporations. Accordingly in December, 1910, Company Regulations were framed and promulgated. It was provided in these regulations that in organizing joint stock companies in Chosen permission of the Government should be asked for and obtained. The *raison d'être* of this provision is the fact that Koreans still lack knowledge and experience concerning laws and economy and there are many among Japanese capitalists not well posted in the real

conditions of Chosen, so that there is a fear that they may be misled by cunning men or may undertake similar business too frequently with the result of incurring loss and thereby checking the advancement of the general industrial business.] The total number of companies permitted to be established in Chosen between January, 1911, and June, 1913, in conformity with the provisions of the Company Regulations was 83 and their aggregate capital amounted to 14,840,000 odd *yen*. Besides these, there are two companies established in Japan or abroad having branches in Chosen and their aggregate capital amounts to 2,030,000 odd *yen*.

The weights and measures formerly used in Chosen were crude and irregular and scarcely constituted a standard for size, quantity or weight of articles of trade. Accordingly in September, 1909, the former Korean Government revised a Law of Weights and Measures enacted some years before and adopted the same denominations and units of weights and measures as obtaining in Japan. It was also regulated that the manufacture and sale of weights and measures should be entirely undertaken by the Government. This law was gradually enforced from November of the same year by naming places one after another in which it was to become effective and by June, 1912, was enforced throughout the peninsula. Up to annexation the number of new measures, weights and scales sold was only some 27,000, 40,000 and 8,000 respectively, but as a result of efforts put forth after annexation for spreading their use the figures reached in July, 1913, 178,000, 435,000 and 78,000 respectively.

In November, 1911, a Commercial Museum was established and opened in Seoul with the purpose of showing the condition of the productive industry of Chosen as well as of enabling businessmen and artisans to see specimens of articles produced or manufactured in Japan and abroad for import into Chosen. At present about 7,600 articles including 3,200 produced in Chosen, 4,300 produced in Japan and 100 produced abroad are on show at the institution. Up to the end of July, 1913, since the opening of the museum, it was visited by more than 160,000 people, including 138,000 Koreans, 30,000 Japanese and 300 foreigners, or a daily

average of 766. It is considered that the museum will contribute much to the development of productive industry in Chosen. Also, inasmuch as it is of the first importance to acquaint Japanese at home with conditions in Chosen in order to develop the new dominion, the Government participated as much as possible in exhibitions held in Japan and endeavoured to make known the geographical features, products, productive industry and other matters concerning the peninsula.

When His late Majesty the Emperor Meiji took in hand the sovereign power of Chosen, he was pleased to empower the Government to defray thirty million *yen* from the State Treasury for the benefit of his new subjects. Of this sum, accordingly, 8,246,800 *yen* was divided among 3,638 people, including members of the former Korean royal family, nobles and men rendering good public service ; 300,000 *yen* among aged men belonging to the *yangban* and literati classes and 235,900 *yen* among 3,209 dutiful sons and daughters and exemplary wives and 70,902 helpless widows, widowers and orphans. All received the Imperial gifts with profound gratitude. Especially was I, the Governor-General, impressed with the Imperial wisdom in regard to His Majesty's command to create an Imperial Donation Fund amounting to 17,398,000 *yen* for the benefit of the entire people of Chosen. His Majesty was pleased to command that this sum should be distributed among the 329 prefectures and districts in the peninsula and be retained as a permanent fund, and the annual interest on it appropriated for giving work to unemployed Koreans, promoting the education of Korean children and the relief of Korean sufferers in time of distress. Formerly many people in Chosen, even though inclined to work, were unable to find employment ; there were few schools in which Korean children could be educated ; and when famine prevailed there were but scanty means for relieving the sufferers, as appropriations for local administration were quite limited in amount. When the state of things was such as described, it was quite natural that all the Korean people should be overwhelmed by the Imperial benevolence shown them in so unprecedented a way as by the grant of such a large sum of money.

In response to the Imperial will, I, the Governor-General, resolved to exert myself to the best of my ability to increase the wealth of the Korean people and thereby enhance their happiness. For the purpose of giving them work by which they could earn money, I caused institutions to be established throughout Chosen for giving instruction in sericulture, filature, weaving, agriculture, manufacture of paper, hemp cloth, matting and charcoal, fishing and so forth. Altogether such institutions giving long-term instruction were established in 186 places and the pupils taught therein numbered more than 2,700. As for short-term instruction in the subjects above referred to, it was given in many places and several thousand people were taught year after year. Besides these measures taken, itinerant teachers to give popular lectures on those subjects were appointed and seeds, seedlings, animals for breeding, tools and implements and so forth were distributed among Koreans to aid in the development of agriculture, stock-farming, afforestation, fishing and several branches of technical industry. As a result of all these measures taken, a great impetus has been given to the advancement of local productive industry. Especially is it noteworthy that as an indirect result many young people of the *yangban* and literati classes, who formerly despised physical work, began to change their views. Many of them received training in the institutions above referred to and since graduation have taken up agricultural and other work as their profession. Also it is a matter for congratulation that many Korean women, who in former days spent their time mostly in idleness, received instruction in sericulture, filature, knitting, weaving and other manual work and have learnt to take interest in such work. As for the education of Korean children, steps were taken to establish many new schools and consolidate or enlarge existing schools by giving them subsidies. By this measure 264 Public Common Schools were newly established and 363 Public Common Schools and 9 private schools, either newly established or already existing, have been given the privilege of receiving subsidies. As a matter of fact half the amount of money required for educational work in the provinces comes from proceeds arising from the

Imperial Donation Fund and the beneficial result of it is very remarkable. As regards relief work by proceeds from the same fund, happily no great famine has been experienced in Chosen since it was granted, but provisions and seeds were given to people of certain districts which suffered from floods or drought and they were greatly relieved thereby. As for the disposal of a fund amounting to 3,355,800 *yen*, including 500,000 *yen* appropriated for the bringing up and education of orphans, education of the blind and mute, and relief and medical treatment of the insane and 2,855,800 *yen* for the relief of the helpless poor in general, it was at first made the foundation fund of the Saisei In, a Government asylum established in Seoul, and the work referred to was carried on by its means. In April, 1913, however, the fund in its entirety was transferred to the special account of the Chosen Hospitals and Saisei In. It was then arranged that by sharing the proceeds arising from the fund the Saisei In should carry on the work for orphans and the blind and mute, while the Government-General Hospital in Seoul should attend to the medical treatment of the insane in needy circumstances, and Charity Hospitals in the interior to that of patients in general in the same condition. It is satisfactory to note that in all these institutions work has been and is being excellently carried out. Besides this special fund, 250,000 *yen* was set apart as a foundation fund for the Keigaku In, an institute for the study of Chinese classics, and 213,500 *yen* as foundation-fund for the relief of friendless and helpless travellers falling ill. As to the condition of the Keigaku In, an account of it is given elsewhere, while with regard to the relief of helpless people falling ill while travelling plans are now under consideration for carrying it out in a satisfactory way. It is easy to see that when the various branches of public work above referred to, all owing their being to the Imperial Donation Fund, are fully advanced side by side with Government work in general, the people in Chosen will derive great benefit materially and mentally and will be very favourably influenced. There is no doubt that the Korean masses will not forget the great Imperial favour shown them.

It goes without saying that in order to develop productive industry and spread civilization the means of traffic and communication must be fully opened. It is for this reason that I, the Governor-General, put forth from the beginning great efforts for building and improving railways and highways, for improving harbours and expanding the postal business. The trans-peninsular railway connecting Fusan with New Wiju was hastily built prior to and during the late war and so there were not a few imperfections in the work. Accordingly for several years the improvement of the line was in progress. By April, 1911, the work between Seoul and New Wiju was almost entirely completed. In consequence the time required for an express train to cover the distance between the two termini was shortened from 14 hours 15 minutes to 12 hours 20 minutes and in May, 1913, this was further shortened to 11 hours 3 minutes. Further as the railway bridge across the Yalu River was completed in October, 1911, it was made possible to connect the Chosen railways with the South Manchurian railways. Accordingly the running of a tri-weekly through express train between Seoul and Changchun was inaugurated in November of the same year. In December of the same year, simultaneously with the revision by the Railway Board of Japan of the programme of the ferry service between Fusan and Shimonoseki, by which the trip of one of the steamers on the service formerly made every other day, was made to run daily, the running of the night express train between Fusan and Seoul hitherto made every other day was made daily and thereby the facilities of traffic between Japan and Chosen were greatly increased. Subsequently after June, 1912, the service of the through express train hitherto running between Seoul and Changchun was extended as far as Fusan and the time for the train to cover the distance between Antung and Fusan being fixed at 19 hours 10 minutes, the train was made to connect at the new railway pier at Fusan with one of the Fusan-Shimonoseki ferry steamers. Also the speed of the express train running between Fusan and Antung was increased and the time required by it in covering the distance, which was 23 hours 50 minutes, was shortened to 21 hours 10 minutes. At the same

time, in order to increase the facilities of connection, the Railway Board of Japan increased the number of ferry steamers and inaugurated the service of an express train between Shimonoseki and Shimbashi (Tokyo), this service being the fastest ever maintained. In this way a great improvement was introduced in the traffic service not only between Chosen and the mother country but also in that between Europe and Japan. Also in May, 1913, the daily service of a new express train was added to one already established between Seoul and New Wiju and thereby the through services between Fusan and Antung, hitherto maintained once daily, were made twice daily, besides there being the tri-weekly Chosen-Manchuria through service. The connection of the Chosen railways with the Antung-Mukden line of the South Manchurian railways having thus been made better than hitherto, simultaneously the Chosen railways arranged with the South Manchurian railways a through traffic service for passengers travelling between Japan and Manchuria and their baggage. In October of the same year, the Chosen railways further arranged with the Railway Board of Japan and the Mukden-Peking railway for a similar through service between principal stations on their lines. It is intended by the Chosen railways to inaugurate a through goods service with the Chinese Eastern and Ussuri railways on January 1, 1914. Moreover, the authorities concerned are making preparations for undertaking through passenger services between Japan, Manchuria and Russia, as well as between Japan and Europe via Siberia.

The Seoul-Wonsan and Honam lines crossing the peninsula breadthwise and connecting with the trans-peninsular line between Fusan and New Wiju were first planned to be completed in eleven years following 1910. It was, however, recognized that the completion of these two lines at an early date was necessary for the opening up of the entire peninsula. Accordingly in 1911, it was decided to shorten the period to six years. The construction of the Seoul-Wonsan line was started at both Yongsan and Wonsan and the Yongsan-Keumpulrang section, 86.5 miles in length, as well as the Wonsan-Kosan section, 28.1 miles in length, being completed,

these sections are already open to business. This line is 138.4 miles long, and already traffic is carried on over 114.6 miles of it. It is expected that the entire line will be opened to business in the autumn of 1914. As for the Honam line, it consists of a trunk line connecting Taichon on the Seoul-Fusan line and Mokpo, a port in South Chonla Province, and a branch line reaching to Kunsan, a port in North Chonla Province. Its total length is 175.6 miles. Of this the Taichon-Chyongeup section, 81.9 miles in length, the Kunsan branch line, 14.3 miles long, and the Mokpo-Songchyongli section, 43.9 miles in length, are already open to business. There only remain 35.5 miles to be completed, but work is already nearly finished and it is expected that the entire line will be opened to traffic on January 11, 1914.

The total length of the railway lines open to business at the time of annexation was 640 miles. It has now reached 934.7 miles. The business of the railways has also greatly increased. This is due to the fact that peace and order having been established in the interior since annexation, communications have become safe and that along with the rise of various business undertakings, the economic situation of the country has improved and the traffic of passengers and goods between Chosen and Japan, as well as between Chosen and Manchuria, has become brisk. On account of these reasons the receipts of the Chosen railways, which were on an average 15 *yen* 68 *sen* per mile per day during the fiscal year 1909, increased to 19 *yen* 86 *sen* during the fiscal year 1912. The total receipts of the railways during the fiscal year 1912 amounted to 6,817,000 odd *yen* while the total expenditure amounted to 5,964,000 odd *yen* leaving the balance amounting to 852,000 odd *yen* as profit. As compared with the returns for the fiscal year 1909, the year preceding annexation, it is seen that there were increases of 2,573,000 odd *yen* in receipts, 1,760,000 odd *yen* in expenditure and 812,000 odd *yen* in profit.

The total length of light railways and tramways existing in Chosen at present is 109.8 miles, including 23.9 miles under private management. These comprise three light railway lines aggregating

7.7 miles in length and one tramway line, 16.2 miles long, and 85.9 miles of a light railway line under the management of the Imperial Army. There are also five light railway lines totalling in length 161.7 miles and two tramway lines totalling 19.1 miles, the construction of which has not as yet been taken up, though official permission has been given, besides three light railway lines for exclusive use still under construction, which aggregate 27 miles in length.

The above is a brief account of the present condition of the Chosen railways. As to their future, not only must the plans already fixed be carried out, but it is imperative that they should be extended as much as possible. Above all the necessity is felt of improving the trans-peninsular line so as to increase the speed of trains running on it, because this line is part of the trunk line connecting Japan with Europe. In order to accomplish this, it is proposed to reduce the gradients and curves on the Seoul-Fusan and Masan lines to a maximum of one-hundredth in gradient and a minimum of twenty chains in radius instead of the one-fiftieth maximum gradient and fifteen chains minimum radius now on the former line and the one-fortieth maximum gradient and fourteen chains minimum radius on the latter. The necessity of improving the line near Seoul as well as of rebuilding the stations at Seoul and Choryang near Fusan is also felt. Further the construction is proposed of a line, 367.7 miles in length, starting at Wonsan, one of the termini of the Seoul-Wonsan line, and reaching to Hoiryong on the Manchurian border, crossing lengthwise both South and North Hamkyong Provinces and passing through Hamheung, Songjin and Kyongsong, another line, 5.3 miles long, branching from the above line in the vicinity of Susong and reaching to the port of Chongjin as well as of a line 13 miles long starting from Changwon, on the Masan line and reaching to the naval port of Chinhai. The finances of the Empire, however, being in such a state as to make it difficult to carry out all these plans in a short time it has been decided that only some of these should first be taken up. By this arrangement it is planned that the maximum gradient of the Seoul-Fusan line

between Taiku and Taichon as well as between Taichon and Pukang shall be converted into one of one-fiftieth, the line near Seoul improved and portions of the stations at Choryang and Seoul reconstructed. As to the construction of new lines, it is planned that a line connecting Wonsan with Yungheung, 34.8 miles in length, and another connecting Chongjin, in North Hamkyong Province, with Hoiryong on the Manchurian border, 58.6 miles in length, shall be constructed. It is proposed that all these works shall be completed within five years, the fiscal year 1914 being included. Plans and estimates for them have already been submitted to the consideration of the Government at home.

It is the policy of the Government-General to arrange for the development and extension of light railways, as side by side with trunk lines these will contribute to the opening up of the interior. So investigation was instituted into the condition of local communications in order to see which lines should first be constructed and which later on. As the result of this investigation 14 lines, aggregating 626 miles in length, were selected as those to be constructed before all others and 26 lines, aggregating 1,924 miles in length, as those to be constructed later on. In order that the former may be laid out as soon as possible it is intended by the authorities to grant subsidies to them.

The improvement of highways is of great necessity for facilitating local communications as well as for reaping to the full the usefulness of railways. But under the former Korean Government practically all the highways in the country were left without repair or improvement work being undertaken. During the Residency-General régime plans were made to improve highways and though these were carried out, the aggregate length of highways improved was only some 200 *ri*, so that no great benefit resulted except in facilitating partial communications. After annexation the Government-General of Chosen, taking up the work directly in hand, selected principal highways connecting all the important centres throughout the peninsula, aggregating 587 *ri* in length, and decided to complete their improvement in five years following the fiscal year

1911. Along these, work on 181 *ri* is already completed and that on 147 is under way. Further, the streets of Seoul, capital of Chosen, with a population of 250,000 and developing in a remarkable manner, being very narrow and inconveniently laid out, a plan was adopted to carry out extensive improvement. This plan began to be realized in the fiscal year 1913, and is to be accomplished in the course of some years. Besides these works undertaken by the Government-General, all the provincial, prefectural and district offices have been in no slight degree zealous to improve local highways by defraying expenses from the local revenue or requisitioning labour in accordance with an old usage in the country. The aggregate length of local highways thus improved in the three years following the year in which annexation was accomplished reached 2,100 *ri*.

Harbour construction is also of as great an importance as the improvement of highways or the construction of railways. Formerly there were plans for constructing harbours at some principal ports in Chosen in eight consecutive years. After annexation these plans were dropped at the end of the fiscal year 1910, and new plans were adopted for the construction of harbours in six consecutive years following the fiscal year 1911, at Fusan, Chemulpo, Chinnampo and Pyongyang. It was also decided that work still remaining to be accomplished in connection with the former plans should be continued. At Fusan it was planned to construct a railway pier for the accommodation at the same time of two Fusan-Shimonoseki ferry steamers of 3,000 tons capacity each. It was also planned that an embankment should be constructed along this pier, with a breakwater at its northern side and double railway tracks run inside the breakwater from the Fusan railway station for facilitating the connection of land and sea traffic. Between this embankment and the pier, warehouses, customs and post offices and other necessary equipments were to be set up. All these works were completed in April, 1913, and public business at once begun. It was also planned that a second pier, able to accommodate at the same time two steamers of 20,000 tons each and two steamers of

7,000 tons each, should be built parallel with the first pier about 110 *ken* to the north of it. Further it was planned that in the sea facing Fusanchin two breakwaters, one 190 *ken* long and another 436 *ken* long, should be constructed so as to provide a berth of about 150,000 *tsubo* in area and that about 300,000 *tsubo* inside and outside the harbour of Fusan should be dredged so as to extend the anchorage. About 6 or 7 per cent. of these works has so far been completed. As to the harbour of Chemulpo, it was planned that an inner harbour should be constructed by providing a wet dock large enough to afford anchorage at one time for three steamers of 4,500 tons each and an inclined landing ground built for smaller vessels and sampans. This latter work was completed in October, 1912. A navigable route from the open sea to the wet dock above referred to is to be dredged to a depth of 14 feet at ebb-tide and a training wall, 345 *ken* long, is to be built along the east side of the navigable route in order to keep the water-level of flood tide. All this harbour improvement work at Chemulpo is to be carried out as a work of six consecutive years and so far about 3 per cent. of the entire work has been completed. At Chinnampo it is planned to construct a dry dock and to dredge a route leading to it from the Taitong River to a depth of 18 feet at ebb tide, so as to give anchorage at one time to two steamers of 3,000 tons each. Around the dock a space of about 34,000 *tsubo* is to be reclaimed, beside 2,600 *tsubo* east of Pipal-to facing Katok-to. A business quarter of about 8,580 *tsubo* will be formed on the ground thus made and sold or rented to people desiring to open stores or erect warehouses. This work at Chinnampo is to be completed in four years and so far about 8 per cent. of it has been completed. It is expected that the entire work will be finished during the fiscal year 1914. At Pyongyang in order to make navigation of the Taitong River easier, it was planned that the Otan shoal should be dredged to a depth of 4.5 feet at the lowest water-level and the railway line extended from Pyongyang Station to the compound of the Customs Office. In addition the construction of a landing ground and the reclamation of about 3,900 *tsubo* of the shore behind it, was decided upon so as to facilitate the

connection of land and water traffic. All these works are already completed.

Simultaneously with the planning of arrangements for facilitating communications on land and in harbours, plans were under consideration for subsidizing and encouraging coastwise navigation in order to promote marine transportation. It happened at this time that Japanese shippers hitherto engaging individually in coastwise navigation in Chosen waters arrived at a decision to amalgamate their businesses and in March, 1912, established the Chosen Yusen Kaisha (Chosen Mail Steamship Company) with a capital of 3,000,000 *yen*. Accordingly in granting permission for the establishment of the company, the Government-General showed the company the policy it intended to adopt with regard to marine transportation and, specifying nine navigation routes, ordered the company to put its steamers on those services. The routes thus specified were Fusan-Unkeui, Fusan-Pangohjin, Fusan-Mokpo, Wonsan-Unkeui, Yongil Bay-Ulleung-to, Mokpo-Kunsan, Chemulpo-Kunsan, and Chemulpo-Haiju-Chinnampo. At the same time the Government-General appointed a Japanese shipping firm at Chinnampo to undertake a river service on the Taitong River between Chinnampo, Chailyong and Kimsanpo, and a Japanese shipper a similar service on the Kemn River between Kongju and Kangkyong. It was arranged with the shippers concerned that all these services should be regularly maintained for three years in return for subsidies given during that length of time and in April of the same year the services were all opened. Subsequently in February, 1913, the Chosen Yusen Kaisha was ordered to undertake similar steamer services between Mokpo and Quelpart Island and some islands off that port. Specified routes of coastwise navigation being thus adjusted, the Government paid great attention to increasing and improving aids to navigation. Altogether 37 lighthouses and other aids to navigation were reconstructed or newly built and at the end of August, 1913, there existed in Chosen waters 212 aids to navigation, including 73 night signals, 122 day-signals and 17 fog-signals.

These figures show an increase of 61 as against the time when annexation was carried out.

As regards the postal services, an agreement was concluded in April, 1905, between the Governments of Japan and Korea, by which the latter entrusted to the former the adjustment and completion of postal organs in Chosen with the object of joining them with those in Japan and making the two a common organization. Since that time the Japanese authorities have steadily expanded postal services in the peninsula. At the time of annexation there existed in Chosen 498 post offices and postal stations. These were increased by August, 1913, to 557. The increase in number is comparatively speaking not very striking, but not a little improvement was effected in the efficiency of the services. Thus 145 minor postal stations, which before dealt only with a part of the postal business, were replaced by 198 postal stations empowered to transact all kinds of postal business and consequently every district was furnished with at least one complete postal station. This was a great advance as compared with former days when postal organs were not so widely in existence. To make things better, there is no post office nor postal station whereto postal packets are not sent at least once daily with the exception of such islands as are difficult of approach. At the time of annexation the aggregate distance covered in the transportation of mails on land, by rail or steamer, was about 6,200 *ri* per day on an average; in August, 1913, it was about 9,100 *ri*, showing an increase of 2,900 *ri*. Again mail packets and parcels received and delivered in Chosen numbered during 1912, 132,000,000 and 2,330,000 respectively, showing as against the returns for the year preceding annexation increases of about 49,000,000 and 1,090,000 respectively. As regards telegraphic business, the total length of new lines laid or lines extended after annexation was 210 odd *ri* and that of wires installed 900 *ri*. Direct telegraphic connections were established between Seoul and Shimonoseki, Seoul and Osaka, Seoul and Tokyo, Fusan and Shimonoseki, Fusan and Osaka as well as Wonsan and Matsue. Especially is it noteworthy that the time required for the transmis-

sion of a telegraphic message between Seoul and Tokyo has been reduced to one-half of what it formerly was. As to the total number of telegraphic messages received and delivered during 1912, it was about 4,560,000, showing an increase of some 1,350,000 as against the returns for the year preceding annexation. The telephone service at the end of August, 1913, had 345 exchange stations, showing an increase of 170 as compared with the figures given at the time of annexation. The total number of subscribers was 8,900, showing an increase of 3,400 as compared with the figures for the year preceding annexation, and the total number of telephonic communications made during 1912 was about 36,000,000, which showed an increase of some 19,000,000 as against the year preceding annexation. Particularly is it noteworthy that though the total number of Korean depositors in postal savings banks did not exceed 20,000 at the end of December, 1909, the year preceding annexation, and the total amount of money held in trust for them was less than 120,000 *yen*, at the end of October, 1913, the depositors were found to number more than 420,000 and the money deposited to more than 981,000 *yen*. This was no doubt greatly due to the habit of thrift fostered among Koreans by efforts put forth by the authorities, but at the same time shows how far Koreans have learned the usefulness of postal organs.

The land system as it existed under the former Korean Government was extremely crude and irregular. There were no means of proving the ownership of lands and other rights attached thereto by referring to registrations preserved in public offices. Not only that but there were many cases in which even the distinction between Government owned and private lands was not quite clear. The unit for measuring and determining the area of arable land was indefinite. In some instances a certain plot of arable land requiring one *tu* of seed-rice to cover it was made the unit and in other instances the area of the land ploughed by a single man with the aid of a cow in a day was adopted as such. The result was that the exact area of lands could not be known unless measured on the spot. Proofs of rights concerning lands were confined either to

certain documents called Munkeui drawn up by the parties concerned or to imperfect papers issued by local magistrates, so that there was no way of attesting the retention, sale or purchase, mortgage and so forth of lands. After the Residency-General was established in 1906, various regulations concerning the testification of lands and buildings were promulgated and thereby a way was opened for having these properties officially registered. Still as there was no cadastre showing the whereabouts and area of lands, it was impossible to make their testification complete. Especially was there such an absurdity as lands unfit for cultivation being subjected to taxation, while arable lands escaped it. The Korean Government recognized the evil some years before and tried to adopt some measures for an investigation of lands. But it was not until March, 1910, only some months preceding annexation, that a plan was made to carry out a complete survey and investigation of lands throughout Chosen with the purpose of adjusting the land system in order to assure the rights concerning lands, secure equity in the levying of the land tax and complete the utilization of lands. It was planned at first to complete this work in eight consecutive years at an estimated cost of 14,129,000 *yen*. When in August of the same year annexation was accomplished and the Government-General succeeded to the work, the period for completing it was shortened to seven years and the estimate for it was increased by 1,856,000 *yen*. In other words, the work is to be completed by the end of the fiscal year 1916. The work is carried out by two processes; one, the survey of land and the other, investigation. The survey of land is carried out by primary triangulation, secondary triangulation and plot survey. In order to maintain connection with the mother country, the basis for the survey by primary triangulation was formed by a triangle having its apex on the Island of Tsushima, and its base between Deer Island and Koche Island, the latter two being situated to the south of Fusan, and the entire peninsula being divided into fifteen zones, the work is gradually being carried out. As for the investigation of land, it deals with boundaries, owners, classes, location of lands and other matters as

well as the compilation of reports on the results of such investigation, registration or cadastre books and so forth. With regard to the ownership and boundaries of lands, land-owners are first required to present reports to the authorities concerned of the lands owned by them. After these lands are investigated and surveyed the results are submitted to the perusal and study of local land investigation committees, which are composed of the land-owners themselves and are then determined by the Director of the Extraordinary Land Investigation Bureau. Should land-owners have any objection to the decision, they may appeal to a higher committee, which is composed of the Administrative Superintendent as Chairman, three Judges, and six high officials of the Government-General and Land Investigation Bureau, and is charged with the duty of making thorough investigation of the points at issue, so that nothing may be left undone for protecting the rights of the people. Again, before the commencement of investigation and survey work, printed circulars describing the object and necessity of the land survey and other necessary particulars with which each land-owner ought to be familiar, were widely distributed in all localities. Officials of the Land Investigation Bureau were also despatched to various localities to make known these matters among land-owners by means of popular lectures, and in carrying out the investigation and survey of lands their owners were induced to be present on the occasion. As the result of these measures not only was possible misunderstanding on the part of the Korean people regarding the land survey avoided, but land-owners themselves, becoming appreciative of the security given by legal ownership and the advancement in values of their lands, showed themselves prompt in carrying out their obligations with regard to the work. As to the amount of the work already completed, both investigation and survey were completed in sixty-four prefectures and districts in the three years between May, 1910, and June, 1913. Besides these, in places containing Japanese Municipalities and foreign settlements as well as in towns containing many Japanese inhabitants, where it was necessary to complete the work speedily, it was done by resort-

ing to some special method of triangulation survey and providing special survey parties, twenty-nine urban districts being so treated. As to the amount of business completed concerning the drawing of maps and plans, determination of areas, compilation of cadastre books and so forth, up to the end of June, 1913, 1,190,000 maps and plans had been drawn up, 933,000 plots of land determined and 472,000 reports on investigation and 119,000 cadastre books compiled.

Formerly laws and regulations concerning civil and penal affairs in Chosen were applied to Japanese and Koreans either separately or in common, entailing much complication and inconvenience, and the necessity of adjusting and unifying the judicial system was early recognized. In order to accomplish this, ordinances concerning civil and penal cases as well as other ordinances and regulations thereanent were promulgated in March, 1912, and Japanese and Koreans were placed under the same judicial jurisdiction, excepting cases in which it is considered proper in view of the present condition of Chosen to follow precedents. Previous to this substantial laws concerning civil cases obtaining in Japan had been applied to Japanese in Chosen since the days of jurisdiction by the Consular Court, so that in the new regulations concerning civil cases only the limit of the application of the laws was defined. With regard to Koreans, however, inasmuch as all their civil cases, with the exception of those relating to the regulations concerning bills, company regulations, regulations restricting the rates of interest and a few other regulations, were dealt with in accordance with general usages, it was arranged in the new regulations that all law cases between Korean, excepting those concerning public order, should be transacted according to usage. Moreover, it was decided that the provisions in the Civil Code concerning legal capacity, relationship and succession should not be applied to Koreans and that with regard to the description and efficiency of rights *in rem* concerning immovable property, excepting rights *in rem* defined in the Civil Code, usage should be relied upon in deciding suits. As to substantial laws concerning penal cases, the Korean Penal Code,

which was applied to Koreans, was abolished with the exception of laws relating to homicide and armed robbery and it was arranged that the Penal Code and other laws obtaining in the mother country should be applied alike to Koreans and Japanese. In consideration of the present condition of Koreans, however, flogging was retained as a measure of punishment for trifling offences. As to judicial procedure, no matter whether the parties concerned are Japanese or Koreans they are required in principle to follow the procedure provided for civil or penal cases, but in order to suit the present condition of Koreans not a little simplification was made in their favour. In short though it was decided as a general principle to apply the same laws alike to Japanese and Koreans, in consideration of the difference in ideas and customs still existing between them, it was arranged that such usages as need not be immediately changed should be retained, so that while endeavouring to unify laws and regulations no radical changes might be forcedly made in the manners and customs of the Korean people.

There is a tendency for civil and penal cases gradually to increase in number year after year. While the total number of civil cases dealt with in 1910 was 25,900, it increased in 1912 to 37,100, while that of penal cases disposed of in 1910 was 7,900, it increased in 1912 to 13,500. The increase in the former is due to the progress of Koreans as regards the idea of rights and their growing confidence in courts of justice, and the increase in the latter is owing to the greater number of arrests of criminals made as a result of the more complete distribution of police organs as well as to the fact that people in general do not hesitate to give information to the police against law-breakers without fear of being molested by them or suffering other troubles. Now, it is inconvenient for every body to bring a formal law suit in regard to a dispute occurring in some distant place lacking easy means of communication, or concerning a trifling dispute about the claim of a small amount of money, boundary lines of lands, transference of houses or articles and so forth. This being especially the case in Chosen, as a measure for relieving it, a system was instituted for intervention in civil suits by an

ordinance promulgated in December, 1910, and was enforced in January following. This institution having found favour with the people at large on account of its simplicity in procedure and fairness of dealing, those asking for its help in settling their disputes steadily increased in number and during 1911 more than 9,600 cases were settled by this means. Also with the purpose of administering justice in a speedy and simple way and thus of aiding in the prompt settlement of judicial business regulations for summary judgment by the police were adopted. By these regulations minor offences punishable with detention or fines, crimes relating to gambling punishable with imprisonment for a period not exceeding three months or a fine not exceeding one hundred *yen*, crimes mentioned in Art. CCVIII of the Penal Code punishable with detention or fines and crimes of violating administrative ordinances punishable with imprisonment or detention for a period not exceeding three months or a fine not exceeding one hundred *yen*, were placed under the adjudication of chiefs of Police Stations or police officers acting as such and these officers were empowered to give summary judgements on offenders of any of the crimes above referred to. This system was enforced simultaneously with the above-mentioned system for intervention in civil suits. The total number of cases dealt with by this system was 18,800 during 1911 and 21,400 during 1912. Of these, cases in which defendants not content with summary judgment applied for trial by an ordinary law court totalled only 43 during 1911 and 42 during 1912.

In former days Korea had, as educational organs, the Songkiun Kwan in Seoul and the Hang Kyo in each district, besides a private village school called Sohtang or Keulpang scattered all over the peninsula. In all these schools the subject chiefly taught was Chinese classics and Confucian doctrines, and the educational condition of the people was very poor. After the Chino-Japanese War, the Korean Government, which was roused from a state of slumber, undertook the reform of various public institutions and set about remodelling its educational organs on western methods. It established in Seoul a middle school, normal school, agricultural, commercial

and industrial school, foreign language school and a few other schools and also established elementary schools in several provincial centres. Owing, however, to the lack of running expenses these schools showed up little better than mere forms. Besides, there was no fixed educational policy and few material results were obtained from these schools. When the Residency-General was established in 1906, the Korean Government, under its guidance, carried out an adjustment of the educational system and by promulgating ordinances concerning common schools, high schools, the foreign language school, the normal school and some other schools made some reform in the organization of these schools. Especially did the Government lay great stress on the expansion of common schools and planned the establishment of fifty of these schools throughout the country. In the year following, the Government completed and carried out this plan and further established 9 common schools in 1908, 31 in 1909 and 10 in 1910, so that in the year annexation was carried out there existed altogether 100 common schools. With the accomplishment of annexation a reform of the educational system should have been carried out. In consideration, however, of the great moment of the reform, which would firmly fix the educational policy to be pursued in Chosen for generations to come, it was considered that it should not be undertaken in haste. Accordingly abolition or amendment was effected only in items having immediate bearing on the annexation and the former system was followed in general for the time being. Subsequently after a most careful study concerning the educational policy and organization of schools to be adopted, a new system was decided on and enforced from November, 1911. This system has as its chief aim the education of Koreans on the basis of the Imperial Rescript on Education, so that they may become good and loyal subjects of the Empire fostering in them such characteristics and giving them such knowledge and ability as will enable them to lead a respectable life and rise in society. The greatest stress in the new educational system was laid on common and industrial education and it was arranged that higher education should gradually be given, while great care was taken at the same

time that the new system should agree with the need of the times and popular conditions. Above all, the adjustment and expansion of common education was most strenuously attended to and the establishment of new common schools year after year was vigorously pursued with a very satisfactory result. Thus whereas in the year annexation was carried there existed 100 common schools with 15,000 children attending them, there now exist 366 schools attended by about 50,000 children and there is no prefecture or district which does not possess at least one common school. As regards private schools and *Sohtang* (village schools), great attention is paid regarding their supervision and guidance. The teaching of the national language (Japanese) is specially encouraged in all schools, no matter whether public or private, and in the teaching of other subjects Japanese is required to be used as much as possible. This is done with the desire that Korean children may acquire one of the most essential qualifications as subjects of the Empire.

The High School, the Normal School and the Foreign Language School, which formerly existed as intermediate educational organs for Korean youths, were abolished after annexation, as these were either not complete in organization or unsuited to practical purposes on account of the subjects taught being too high, and two Higher Common Schools were established in their place. In the new schools, besides a regular course, a normal course and a rapid course for training teachers were instituted, with the object of giving Korean young men higher common education and equipping them for positions in Government offices, banks, commercial corporations and other fields of business activity as well as in common schools as teachers. The former Girls' Higher School was also converted into a Girls' Higher Common School and some reform was introduced in its organization so as to enable it to give better education to Korean girls. The former Law School was another educational institution which was reorganized. It was made a Special School giving practical instruction in law and economy. Many of the graduates of this school have obtained positions in Government offices and are making an excellent showing. As an

organ for training Koreans as medical practitioners, the Medical School attached to the Taihan Hospital was converted into a medical training station affiliated to the Government-General Hospital. Its organization was reformed chiefly with the object of giving the students practical knowledge. Some of the graduates from this institution are employed as assistants in the Government-General Hospital and provincial charity hospitals, but there are also many who live in the country as medical practitioners.

It goes without saying that the education of Koreans should be undertaken with the idea of fostering in them the ability and character essential to subjects of the Empire. At the same time in order to remedy the chronic evil inherent in Koreans of being addicted to empty talking and idleness, it is necessary to inspire in them the love of active and painstaking work. For this reason, Koreans must be guided in the habit of industry and the appreciation of the pleasure of work. Accordingly I, the Governor-General, sought by all means to make the avoidance of empty theories and the respect of practical knowledge the guiding spirit of the education of Koreans and seized every opportunity to explain in detail this principle to all those interested in educational work for Koreans. I concluded that the spread of industrial education was of urgent necessity and encouraged the establishment of elementary industrial schools as affiliated institutions of public common schools. It is satisfactory to note that such schools, which numbered only 4 at the time of annexation, now number 60. Besides these, 14 agricultural schools and 2 commercial schools were established in different provincial centres, in addition to the Agricultural and Dendrological School at Suwon and the Technical Training Station at Seoul. It is hoped that all these schools are sufficient to enable Korean young men to obtain practical knowledge and ability in various branches of industry.

In the days preceding annexation when not many public common schools were in existence, private schools of different classes and kinds existing in Chosen numbered 2,000. Of these, many established with a political purpose or with personal gain as their object,

being weak in their foundations, were obliged to close one after another as time went on and at present there exist about 1,300 private schools. Many of these were not complete in their equipments and used undesirable text-books, while among more than 500 schools, connected either directly or indirectly with foreign missions, there were not wanting some in which the teaching given was at variance with the educational policy of the Government. Since annexation, however, the authorities having endeavoured to induce all private schools, no matter whether established by Koreans or foreigners, to follow the educational policy of the Government-General, all have remodelled their curriculums in conformity with the directions given by the authorities, so that these do not now greatly differ from those of public common schools and many of them are very good in their equipments.

Not a few Korean students proceed to Japan with the purpose of receiving higher education or of prosecuting their studies in certain special subjects. Of these fifty, who passed examinations, were formerly appointed to study at Government expense. It was, however, found that not a few erred in their career, either showing themselves weak in their determination, or neglecting their work or obtaining mistaken ideas. Accordingly in June, 1912, regulations concerning students sent by the Government-General of Chosen were promulgated with the purpose of supervising Korean students studying in Japan. By these regulations it was provided that Korean students sent to Japan at Government expense for prosecuting their studies in special subjects should be graduates of good behaviour and excellent scholarly attainments of either Government or private schools specially recommended by directors of these schools. With regard to Korean students studying in Japan at their own expense, they are required to report prior to their departure to the Government-General through provincial Governors and together with students supported by the Government are placed under the supervision of an official superintendent stationed in Tokyo. As studying in Japan not only entails much expense, but there is a fear that Korean students may be spoiled by a frivolous city life, it is planned

by the Government to establish in Chosen some high-class schools teaching special subjects of higher grade with the purpose of meeting the needs of the times and graduating Korean young men likely to be useful in the management of practical business.

The education of Japanese in Chosen is of course the same in its policy as that in the mother country. In its system too, except items requiring special regulations in the teaching of pupils in view of the actual condition of Chosen, it is the same as that in Japan as regards the object of education, periods of study, curriculums and so forth. Connections are maintained between schools in Chosen and those in Japan by pupils being permitted to enter or change schools of the same grade one from the other. At the present time the educational organs for Japanese existing in Chosen are primary schools, middle schools, girls' higher schools, special industrial schools and elementary industrial schools. All these schools having been established in open ports or cities and towns having many Japanese residents were formerly not complete in their scope and equipment and were not uniform in their management and supervision. After annexation, along with the sudden and remarkable increase of Japanese settlers in the peninsula, the improvement and expansion of their educational organs were considered to be of great necessity. Accordingly in March, 1912, a new educational system was enacted and promulgated, defining the object of education and bringing all schools under a uniform system. It was also provided that public schools should be established only by Japanese municipalities and school guilds and that this would not be allowed to be done in the name of Japanese associations as before. On the other hand, subsidies to Japanese schools from the State Treasury were increased in amount and new ways were opened for them to receive them in order that they might be enabled to improve their equipment. In these ways Japanese schools in Chosen have gradually been helped to improve their features and to perform their functions satisfactorily. In 1910 there existed 107 public primary schools, one Government middle school, three public girls' higher schools and three public commercial schools with 15,600 pupils and students

attending them. In 1913 these figures increased as follows :—236 public primary schools, 2 Government middle schools, 5 public girls' higher schools, 2 public higher special schools and 3 public elementary commercial schools, the aggregate number of pupils and students attending them being 26,900.

Confucianism was the means by which the morality of the people was maintained in Chosen during the five centuries under the Yi dynasty. The central organ for propagating the doctrine was the Songkiun Kwan established in Seoul, where Confucius, Mencius and other Chinese sages were held in great veneration and in spring and autumn religious festivals were held in their honour. The institute was also the highest seat of learning where students aspiring for official positions received instruction in Chinese classics. After the new educational system was enforced, the institute was no longer regarded as an educational organ in the strict sense of the word, but with the object of showing respect to old usage and preserving good manners and customs it was continued. In June, 1911, it was renamed Keigaku In (Institute for Study of Confucianism) and 250,000 *yen* was appropriated out of the Imperial Donation Fund as its foundation fund. A number of lecturers and other officials were appointed to the institute charged with the duty of studying Confucianism and holding religious services in commemoration of the Chinese sages. At these services, lectures on Confucianism are given and the study of the doctrine is continued month after month. Further the institute occasionally despatches lecturers to various parts of the country charged with giving lectures on Confucian ethics with the purpose of aiding in the upholding of the morality of the people at large.

The freedom of religious belief is assured by the Constitution of the Empire. In Chosen, too, so long as they do not go contrary to the object of administration, people are given due protection and facility in their religious beliefs, no matter what religion they hold. As a matter of history Buddhism was in the ascendancy in Chosen, when the country was under the sway of the Sinla and Koryo dynasties, but when the Yi dynasty came into power it was shown

a very cold shoulder, in contrast to Confucianism, which was shown great favour by the government. In consequence Buddhism is in a very weak state in Chosen. In contrast to it Christianity has gained greatly in influence in recent years. The Christian Missions, besides undertaking the evangelization of the people, carry on medical and educational work, winning for themselves great popularity and the confidence of the people. The French Catholic Church was the first to undertake its mission work in Chosen, some of its missionaries having entered the country as early as 1836. Until about 1870 the missionaries and believers were often subjected to severe persecution and there was even a time when the religion was nearly driven out of the peninsula. Nevertheless it gradually spread and to-day more than 80,000 people are its adherents. The entire peninsula is divided into two dioceses by this church and a bishop is stationed at Seoul and Taiku. The method of propaganda adopted by this church is very practical and unostentatious and comparatively speaking the church contains many firm believers. As for Protestant Christianity, it first found its way into Chosen in 1884 and steadily gaining in influence it has at present about 360,000 converts and probationers. The American Presbyterian Church, North and South, and the American Methodist Church, North and South, are the more influential of the churches undertaking mission work. Next to these come in order in influence the Canadian and Australian Presbyterian Churches and English Church Mission. Not a few people formerly embraced the religion more with political and other mundane purposes so as to derive benefit from the influence enjoyed by missionaries than actuated by real faith in it. Sincere and zealous converts, however, are also found in no small number. This may be inferred from the fact that during 1911 the amount of contributions made by Korean members of the Presbyterian and Methodist Churches, not to mention those by members of other churches, amounted to more than 248,000 *yen*. The total number of foreign missionaries of the Catholic and Protestant churches working in Chosen is about 500 and comprises Americans, English, French, Germans and Russians. More than

1,000,000 *yen* is annually sent to Chosen from abroad as propaganda funds. Korean pastors working under foreign missionaries exceed 1,000 in number. A number of theological schools have been established by the missions for training workers for the propagation of the religion, besides many schools of the elementary and intermediate classes for giving common education to Korean children as a means of converting them. The total number of pupils attending these schools is about 40,000. These schools were mostly founded when educational work was still very poor under the former Korean Government and on account of their being affiliated with the Christian churches it is but natural that the Bible should be, as it is, used as the foundation of moral teaching and religious principles of the churches be inculcated in the pupils. In consequence there cannot but be something desirable left untouched in the education undertaken in these schools as viewed from the point of the national education. After annexation accordingly the educational authorities of the Government-General took pains to explain to leading missionaries the educational policy of the Government and made them aware that no matter whether undertaking propaganda or educational work they should be careful to pursue the course taken by the State and strictly avoid deviation from it. On the other hand in consideration of their work being philanthropic, the Government took measures to give them due protection and facility. As the result of these measures taken, most of the foreign missionaries now appreciate the motive of the Government-General and seem to endeavour to act in conformity with its administrative policy. In many of the schools managed by them they have reformed the curriculums and adopted new text-books in pursuance of the direction given by the authorities. Some have engaged Japanese as teachers of the national language and some asked the Government to furnish them with designs for new school buildings and their equipments. The relation of foreign missionaries with Japanese Christian pastors has become very smooth and efforts have been put forth by some of them to establish close relations between Japanese and Korean churches by means of an occasional exchange of pastors. The attitude of Korean converts

towards the Government has also greatly changed for the better and now it is very rare that men indulging in seditious utterances and acts appear among them. As a matter of fact, of private schools in Chosen giving common education, those in a comparatively good condition are mostly those established by foreign missions. Under the circumstances if the separation of education and religion be enforced all at once, those mission schools will be obliged to close their doors and there being a dearth in the Government and public schools able to take their place their closure will leave a great gap in the educational work in Chosen. For this reason, for the time being, the authorities concerned pay attention only to the prevention of evil that may occur on account of the presence of these schools, intending later to enforce the principle of education standing aloof from religion.

With regard to Buddhism, the former Korean Government placed various restrictions in order to check its spread. For instance, all decent people were excluded from becoming priests and nuns and candidates for official positions were not allowed to quote Buddhistic passages in their answers in examinations. Buddhist priests were also forbidden to visit houses of ordinary people on the occasion of funerals and other religious services and officiate at those ceremonies. As the result of all these measures taken to exclude Buddhist priests and nuns from the society of the people at large, they were held in contempt by the general public and had little room to show their activity as religionists. After annexation all these restrictions placed on them were removed and Korean Buddhist priests were placed on an equal footing with Japanese priests, so that they might contribute their share in the religious uplifting of the Korean people. In June, 1911, an ordinance concerning Buddhist temples and monasteries was enacted and enforced in September following, by which a sweeping reform was introduced into the organization of Buddhist temples and monasteries as well as in the personal status of priests. Among other things it was provided by the ordinance that in using buildings and grounds of monasteries and temples for other purposes than preaching, propagation, holding of religious services and residence of priests and nuns

permission should first be obtained from the Provincial Governor and that regulations defining the office of priests of various classes, ceremonials and rites and other matters should be instituted and enforced after obtaining the approval of the Governor-General. New rules were also provided for the selection and appointment of the chief priest of a temple and great strictness was required to be observed in the management of property belonging to it, so as to prevent it and its inmates from falling into financial difficulty. Especially were the relations between a head temple and its branches made plain and in fixing regulations for the succession to the seat of chief abbot usage and precedents were taken into consideration. Provisions were also included in the ordinance for reviving Buddhism and its propagation. Thanks to this ordinance, more than 20,000 priests and nuns living in about 1,400 temples and monasteries were enabled to engage in their work, being given due protection and raised to the same position as other religious workers.

The lack of hygienic and medical organs in Chosen, when the country was under the former Korean Government, was well-nigh universal. Drainage was extremely incomplete and good drinking water was wanting. Epidemics such as small pox, typhus fever, dysentery and cholera constantly broke out one after another and spread with an alarming rapidity, but there were scarcely any medical organs to cope with them. The total number of Koreans, who called themselves physicians and engaged in medical work, was less than 3,000 throughout the country. Few of these alleged physicians knew much of modern medical science and art and nearly all, being primitive in their medical art, were very unreliable. As a first step towards remedying this deplorable state of things, the Taihan Hospital was established in March, 1907. This hospital was intended as a central organ for spreading the knowledge and use of modern medicine in the country and training medical practitioners well qualified for their work. Subsequently measures were taken to establish charity hospitals in the interior, but these were established only in three cities, namely Chonju, Choongju and Hamheung. After annexation the Taihan Hospital was made the

Government-General Hospital and its scope was greatly expanded. At the same time besides the three cities above mentioned, charity hospitals were established in all the provincial capitals. In 1912 the same institutions were established in five important local centres and arrangements were made for appointing to all the charity hospitals itinerating physicians charged with the duty of seeing and ministering to patients living in remote places. It is of course desirable to have physicians excelling both in ability and character as directors of the provincial charity hospitals, but few such men are willing to accept appointments in the interior of Chosen where great inconvenience and little comfort in life are to be found. Even though some may be willing to receive such appointment they ask for a large salary and in the present condition of Chosen it is impossible to give them satisfaction. Under the circumstances, military surgeons were appointed as directors of the provincial charity hospitals. The result has been found to be excellent. They have shown themselves to be very regular in their work, faithful and diligent in discharging their duty and thorough in superintending their subordinates. Accordingly they are generally very popular among Japanese and Korean inhabitants of the localities in which they work. During the three years following annexation the Government-General Hospital in Seoul and the charity hospitals in the provinces treated more than 810,000 free and paying patients, including 201,000 Japanese and 609,000 Koreans—an average of more than 270,000 a year. These figures will show what good and useful work has been done by these hospitals. As to organs for combating epidemics, there is now one public hospital for patients suffering from infectious diseases in Seoul and Fusan, besides 9 Government and 28 public isolation hospitals established in various places. It is thought that thanks to these institutions the treatment of patients suffering from infectious diseases as well as the prevention of epidemics are tolerably well attended to, though there is still much to be done in this line. During the winter of 1910 and the spring following there prevailed with great virulence the black plague in Manchuria and in 1912 cholera threatened to invade

Chosen from China. On both occasions the most rigorous preventive measures were taken against the inroad of the epidemics, the whole Manchurian border line and ports touched by vessels from China being placed under the strictest guard. Due to this not a single case of plague occurred in Chosen, while though a few cases of cholera appeared the disease itself was speedily stamped out and its spread effectually checked. These are instances in which the above mentioned medical organs rendered striking services. As for hygienic organs, Seoul possesses an organ undertaking scavenger work known as Hansong Hygienic Association and Chemulpo, Fusan, Pyongyang, Taiku and other cities also possess similar organs. The Hansong Hygienic Association was founded with funds given by the Crown Prince (now Emperor) of Japan on the occasion of his Highness' visit to Seoul in October, 1907. The former Korean Government gave the association some subsidies and some dues were levied from the inhabitants of Seoul and with the money thus raised the association commenced in September, 1908, the scavenger work for the city. Since annexation, the Government-General has been subsidizing the association to the amount of 50,000 *yen* a year. As already said, other cities in Chosen possess similar organs and in many smaller towns hygienic associations have been established under Government directions. In all places wholesale cleaning was enforced in spring and autumn with the result that the sanitary condition throughout Chosen has changed for the better in a remarkable degree. Moreover, Seoul, Chemulpo, Pyongyang, Fusan and Mokpo, which formerly obtained drinking water from wells, are equipped with waterworks and since this was done the occurrence of epidemics in these cities has remarkably declined. Plans for constructing waterworks for Wonsan, Kunsan and several other cities are maturing, so it is to be expected that the sanitary condition of Chosen will further improve, greatly relieving all inhabitants from the danger and fear of epidemics and other diseases.

Now that various administrative institutions have been adjusted, former evils and shortcomings eradicated or amended, the agricultural industry and other productive industries encouraged

and very much developed and great efforts put forth for restoring strength to the people in general, peace has been recovered and order reestablished generally throughout the peninsula. It is, however, a mistake to think that all the Koreans numbering more than 13,000,000, without exception, are glad at the new régime. People of the upper class having personally experienced Imperial favour and being in a position to feel directly or indirectly the benefit of the new régime, seem to be contented with it, while the masses of the people consisting of farmers and labourers, having been freed from extortion and oppression by officials as well as from the ravages of brigands, besides having been enabled to enjoy a better standard of life on account of the development of the agricultural and other productive industries, are sincerely grateful to the new Government. But there are some people labouring under misguided and bigoted ideas and unable to keep pace with the progress of the times who harbour hostile feelings against the Government. Many of these people, actuated either by selfish motives or sentiment, dream of recovering the independence of their country and from time to time indulge in seditious utterances or acts. Especially among Koreans living abroad are men to be found bitterly hating the new rulers of their native country. These men are mostly former officials and literati or their young relatives and living either in Vladivostock and vicinity, or Chientao or various places in the United States of America, have their organizations and constantly engage in fomenting seditious agitations, by publishing newspapers and magazines, in which they wantonly abuse the work of Japan in Chosen and insist on the recovery of Korean independence, as well as by maintaining secret communications with malcontents at home. At the present time their activity does not go beyond building castles in the air and there is scarcely any ground for fearing a fresh outbreak of insurrection in Chosen. Though, therefore, the seditious work by these people cannot affect the general welfare of Chosen, the fact that such men still exist cannot be said to be pleasing. There is of course need to prevent any untoward work by them by completing the arrangements for keeping peace and order, but at the same time

measures must be taken to make them friendly towards the new régime, for they are simply victims of a mistaken idea and are hostile to it on account of their ignorance of the trend of the times. For this reason, while taking strict measures for controlling them, it is advisable to endeavour to enlighten them as to the real object and work of the new régime so as gradually to make them friends of it.

The above is a brief account of the administrative work undertaken and effected during the past three years. That there is a great difference in the conditions of all enterprises, no matter whether undertaken by the Government or by private persons, as compared with those in the days preceding annexation is due to the fact that while prior to it the Imperial Government, represented by the Residency-General, stood in the position of a guardian and overseer of the Korean Government and could not carry out reform measures directly, after it the Government-General occupied the position of an active worker and was free to enforce whatever measures it thought advisable to adopt. It must be admitted that some very striking administrative reforms were accomplished for Chosen by the Residency-General, but at the same time, standing in a position such as above described, there were circumstances which withheld its hands from compelling the former Korean Government, beset with so many chronic evils, to extricate itself from their grip and introduce modern institutions without hindrance and hesitancy. On the contrary, the Government-General was able to act freely. This accounts for the remarkable results attained in the administration of Chosen since annexation. In other words it is due to the change of systems adopted. At the same time there is no denying that in achieving this success the Government-General owes a great deal to the work undertaken by the protectorate system continued for four years and a half. Nevertheless the work so far achieved by the Government-General is no more than the installation of a base for greater work to be accomplished in the future and there is still a great deal of work to be done before the final object of Japan in Chosen is accomplished. To maintain peace and order in the peninsula, win the confidence of the

people, develop various productive industries and open up the natural wealth of the country, advance the civilization of the people by spreading and promoting education, make the people well-to-do and increase their happiness—this is the fundamental policy of the Imperial Government in governing this new dominion and this is what I, the Governor-General, am always endeavouring to accomplish sparing no pains and aiming at complete success. I do not doubt that this policy is permanent and unchangeable for all time.

APPENDICES



PROCLAMATIONS AND INSTRUCTIONS

BY

GOVERNOR-GENERAL

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Proclamation of Annexation

(Issued on August 29, 1910)

In assuming the administration of Chosen under the command of His Majesty the Emperor of Japan, my Most Gracious and August Sovereign, I hereby proclaim to all the people in Chosen a general outline of the administrative policy to be adopted in future.

It is a natural and inevitable course of things that two peoples, whose countries are in close proximity with each other, whose interests are identical and who are bound together with brotherly feelings, should amalgamate and form one body. Being desirous of securing the safety and welfare of Chosen as well as of maintaining the permanent peace of the Extreme East, His Majesty the Emperor of Japan has, in compliance with the wish expressed by the Sovereign of Korea, accepted the cession of all the rights of sovereignty over the country. Hereafter the Emperor of Korea shall be known by the title of His Imperial Highness Yi Wang (Prince Yi), and the Crown Prince shall be called Prince Heir, so that the hereditary title shall endure forever, while the Ex-Emperor shall be given the title of His Imperial Highness Tai Wang (Prince Father). Their Highnesses shall receive the treatment of Princes of the Blood and their annual grants shall be munificent and the same in amount as heretofore. As for the people of Chosen in general, all of them shall become subjects of the Emperor of Japan and under the benevolent rule of His Imperial Majesty shall receive the benefits of his enlightened and merciful reign. Especially wise and good men, who will faithfully and loyally respect and assist the new régime, shall be created peers and have conferred on them special monetary grants appropriate to their services and merits, or appointed officials of the Empire, some as members of the Privy Council, others as officials of the central or local offices in accordance with their talent and ability. Further, aged persons belonging to the *Yangpan* or literati classes, whose behaviour is esteemed as the model of good citizenship, shall be accorded special awards, while dutiful sons and

daughters, virtuous wives and other persons whose behaviour is exemplary shall be duly rewarded and publicly honoured.

Those who were formerly in the service of local offices and who while so engaged misappropriated part of the taxes collected shall be freed from their responsibility and released from refunding the balance of the sum due. With respect to those who have contravened the laws, but the nature of whose offences is deserving of leniency, a general amnesty shall be proclaimed.

As a result of maladministration of by-gone days, not a few people in the interior seem to be in great straits, some having lost their means of livelihood and some their fortunes, while others are even on the verge of starvation. Having in view such deplorable conditions, it has been considered urgently necessary to pay special attention to the recuperation of the public strength. It has therefore been decided to exempt the people from paying the land-tax, which was due until the second year of Yungheui (1908) but remained unpaid, as well as to exonerate those who borrowed public grain until the third year of Yungheui (1909) from returning it, and also to reduce the land-tax due in autumn this year by one-fifth of the rate. Further, a sum of about seventeen million *yen* will be defrayed from the Treasury to be donated to 328 districts of the thirteen provinces for giving industrial work to the people, aiding in the promotion of education and providing against famine and other disasters. All these measures will be taken in connection with the inauguration of the new régime in order to show to the people at large the Imperial concern for their well-being. The people, however, should not forget that it is an established rule throughout the world, ancient and modern, as well as in the East and West for any people receiving the benefit of administration to contribute their shares according to their ability towards administrative expenses. They should appreciate the significance of those measures for their relief and take care not to neglect their duty, that of always serving the public purposes.

The fundamental object of administration is to promote the security of life and property, whereon depends the general industrial

development of a nation. Hitherto in Chosen insurgents or bandits have appeared frequently at various places, killing peaceful people, plundering property and causing disturbances. In view of this, troops of the Imperial Army have been stationed at important places in all the provinces in order to be on guard against emergencies, police and gendarme officers and men distributed throughout the country to look after the maintenance of peace and order, and courts of justice established at various places to give just and impartial judgments. All these measures have been taken in order to punish the wicked and cause evil-doers to cease, but fundamentally they are aimed at keeping peace and order in the country, so that people may engage in their business and increase their well-being without any fear of danger to their lives and properties.

A survey of the physical features of Chosen shows that land in the southern part of the country is fertile and admirably suited for carrying on agriculture and the mountains in the north contain great mineral wealth, while the surrounding waters abound in marine products. There are not a few natural resources which can be developed by proper methods of exploitation so as to contribute greatly to the industrial growth of the country. But the industrial development of a country can be attained only after means of communication and transportation have been sufficiently established, for these are the primary steps required for inaugurating new enterprises. For this reason, the authorities concerned have undertaken the opening of highroads connecting all important centres of business as well as the construction of a railway between Seoul and Wonsan and of another in the southern provinces ; and the railway system will be gradually extended throughout the peninsula. No doubt is entertained that even in the course of these works employment will be given to many thousands of people, helping them to alleviate the misery of poverty, not to speak of the benefit the general public is to derive after the completion of the lines.

A long-standing evil in Chosen has been the constant feud existing between certain groups of men, generally originating in the clash of personal interests. Under the circumstances when one

party secured power it immediately set itself to undermining its rivals. In this way struggles have gone on between rival factions for many years, not a few persons taking part in them having lost their social standing and fortunes in consequence. It goes without saying that such factional conflicts are exceedingly harmful. People are therefore warned against organizing themselves into parties and engaging in rivalry and intrigue. But instances are not few in history showing that the sincere concern of rulers about the welfare of the masses failed to reach them, while popular wishes did not come to the knowledge of persons in power, resulting in mutual misunderstanding and distrust. In order to prevent such an undesirable state of things coming into existence, it has been decided to enlarge the scope of the Privy Council and appoint all experienced and capable persons as members of the Council, so that their advice may be sought on all important administrative affairs. Also able and wise persons shall be made provincial or district councillors and their opinions and ideas shall be duly considered in the hope that no administrative measure may be at variance with reasonable popular wishes.

Of all ills nothing is more painful than disease. In Chosen the medical art has been in a primitive stage of progress and on this account many people are subject to untimely death. This is really regrettable and it was with the purpose of remedying it to a certain extent that a central hospital was opened in Seoul some years ago and charity hospitals were lately established at Chonju, Chongju and Hamheung. A large number of people have since received the blessing of advanced medical science from these institutions. Nevertheless the country as a whole does not enjoy it. To enable all the people of the country to share it in future, order has been issued for the establishment of a charity hospital in every province, which will be provided with an efficient staff and plenty of good medicines.

The education of the rising generation is the most important factor for insuring the steady progress of a country along the path of civilization. Their education must aim at promoting their intellect and enhancing their moral character, so that they may

become good and useful citizens. But hitherto many young men of this country have been misled by erroneous methods of education into disliking work and indulging in useless and empty talk. In future attention should be paid to the removal of this evil as well as to instilling in the minds of young men the detestation of idleness and the love of real work, thrift and diligence.

The freedom of religious belief is recognized in all civilized countries. There is indeed nothing to be said against anybody trying to gain spiritual peace by believing in whatever religious faith he or she considers to be true. But those who engage in strife on account of sectarian differences, or take part in politics or pursue political intrigues under the name of religious propaganda, do injury to good manners and customs and disturb public peace and order and as doing such shall be dealt with by law. There is no doubt, however, that a good religion, be it Buddhism, Confucianism or Christianity, has as its aim the improvement, spiritual as well as material, of mankind at large, and in this not only does it not conflict with administration but really helps it in attaining the purpose it has in view. Consequently all religions shall be treated equally and further due protection and facilities shall be accorded their legitimate propagation.

In coming to this country under the command of my Imperial Master, I have no other desire than that of increasing the welfare and happiness of the people placed under my administration. This desire on my part has induced me to point out to the people at length the general lines they should follow. No leniency will be shown to those who, entertaining malicious motives, try to obstruct the carrying out of any administrative measures. But all those who behave themselves loyally and abide by the law peacefully shall receive even unto their unborn generations the benefit of a judicious and benevolent rule. You, people of Chosen, should therefore take due cognizance of the new régime and be careful not to go astray.

Proclamation concerning the Enforcement of the Chosen Educational Ordinance

(Issued on November 1, 1911)

When I, at Imperial command, assumed the direction of the government of Chosen last year, I began with the publication of the outlines of the administrative policy to be taken and also gave instruction on the principle of education to be pursued. Now that the Educational Ordinance for Chosen has been promulgated and is to be enforced, I deem it necessary to elucidate once more the policy for education and the essential points of provisions thereanent that these may be fully understood.

The fundamental principle of education in the Empire is clearly set forth in the Rescript on Education granted many years ago by His Imperial Majesty. It stands unalterable in view of our State system and of our national history. The principle of education in Chosen too is found therein.

Conditions in Chosen, it seems to me, are not yet wholly identical with those in Japan. Thus it behoves education in Chosen to devote its energy particularly to the cultivation of moral character and thorough propagation of the national language, and thereby inculcate the quality and character becoming a loyal subject of the Empire. If, on the contrary, it suffers empty speculation to be preferred to practical utility, diligence to give way to indolence, and unstable and dissolute habits to supersede the beautiful virtues of decency and probity, then the proper object of education will not only be lost, but the personal careers of many will be spoilt, and indirectly much damage be done to the State. In enforcing education, therefore, all endeavour must be made to secure the best fruits by adapting it to the times and to the standard of popular civilization.

Education in Chosen is roughly divided into three kinds, namely, common, industrial and special education. The proper object of common education rests in that children shall be taught the national language and moral virtues, assisted to acquire a

personal character suitable to a member of our nation and such knowledge and art as are essential for the gaining of a livelihood. In the education of girls, special care shall be taken in nursing the virtues of chastity, fidelity and goodness. Industrial education shall have as its aim not only the training in knowledge and art required in the branches of industry concerned, but also the inculcation in pupils of the habit of diligence. Special education is intended for the making of men proficient in the higher knowledge and art required in various professions. It scarcely need be stated that education by private schools ought to be undertaken in accordance with the Laws and Ordinances of the State, and not be permitted to deviate from the fundamental principle underlying the Empire's educational policy. Freedom of religion is assured to each and all. But as the educational administration of the Empire maintains, and has maintained from early times, the principle that the education of the people shall stand independent of religion, no Government nor public school, nor any school whose curriculum is fixed by the Law and Ordinance of the Empire, can be allowed to enforce religious education or conduct any religious ceremonies. The functionaries concerned ought always to bear in mind this statement and beware of being led into a wrong course.

The welfare of Chosen incidental to the prosperity of the Empire must depend upon the education of later generations. The people in Chosen, therefore, should be made to perceive this fact and induced to educate their sons and daughters according to their means and status, and thus place the latter on the highroad to worthy and useful careers. In this way, I hope, the people in Chosen will be able to enjoy the blessings of the highly benevolent reign of his August Majesty, lead a happy family life, contribute to the advancement of general civilization and discharge their duties as subjects of the Empire.

Instruction to Residents

(Given on August 29, 1910)

By virtue of the Treaty of Annexation promulgated to-day, Korea is annexed to the Empire of Japan and taking the name of Chosen becomes part of the Empire. All the people living in the new territory will come under the administration of the Imperial Government and enjoy the blessings of His Majesty's benevolent rule. The present state of things in Chosen, however, is not as yet on the same level as that in Japan. Consequently except those laws and regulations of the Empire which can be immediately adapted to Chosen, the Japanese and Korean laws and regulations actually in force in Korea, which become void as a result of annexation, will remain in force as orders of the Governor-General until they are gradually amended in accordance with the progress of time. The Japanese municipalities, being organizations composed by Japanese subjects resident in Korea while remaining as a foreign country, should by the natural order of things be incorporated in the local administrative organs of the new régime. But in view of the existing circumstances, under which their abolition would cause no small inconvenience, their existence will be recognized for the time being and their adjustment will be effected when the local administrative system into which they are to be absorbed has been completed.

The treaties between Korea and foreign Powers shall be abrogated and those between Japan and foreign Powers shall be applied to Chosen as far as circumstances permit. In consequence the subjects and citizens of the foreign Powers living in Chosen will enjoy the same rights and privileges as those in Japan and at the same time will come under the jurisdiction of the Empire. It follows that all lawsuits concerning foreigners resident in Chosen will be dealt with by our courts of justice exactly as those concerning other people in general.

With regard to the customs tariff, however, the case is somewhat different. Inasmuch as the immediate application to Chosen of the national or conventional tariff of the Empire would not only

cause a sudden and momentous change in the foreign trade of the peninsula but would also seriously affect the economic conditions of the interior, the Imperial Government has decided to allow the present rates of the customs tariff to remain in operation regardless of the treaty provisions. In consequence the same customs duties will be levied as those hitherto imposed on commodities exported from and imported to Chosen as well as on those passing between Chosen and Japan.

The aim and purpose of annexation is to consolidate the bonds of the two countries, removing all causes for territorial and national discriminations necessarily existing between separate powers, so as to promote perfectly the mutual welfare and happiness in general of the two peoples. Consequently should the Japanese people regard it as a result of the conquest of a weak country by a stronger one and speak and act under such delusion in an overbearing and undignified manner they will go contrary to the spirit in which the present step has been taken. Japanese settlers in Chosen seem to have hitherto considered that they are living in a foreign land and have often fallen into the mistake of holding themselves as superiors at the expense of the people of the country. If, in connection with the inauguration of the new order of things, they increase their self-conceit and subject the people just incorporated into the Empire to all sorts of insult they will arouse their ill feeling with the result that in everything they will oppose them and no opportunity will arrive for the establishment of an intimate relation between the two peoples ; on the contrary some unfathomable calamity may easily arise in the future. It is opportune that things have now assumed a new aspect. Let them take this opportunity to change their ideas and attitude towards the people of Chosen. Let them always bear in mind that they are our brothers and treat them with sympathy and friendly feelings ; and in pursuing individual avocations, by mutual help and co-operation both peoples should contribute their share to the progress of the entire Empire.

His Imperial Japanese Majesty's Residents are hereby enjoined to guide the people living under their jurisdiction in compliance with

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the present instruction and leave nothing undone to crown with success all administrative measures to be taken in future.

**Instruction to Officials above Sectional Chiefs of the
Government-General and its Affiliated Offices
with regard to the Reform of Government
Organization following on Annexation**

(Given on October 3, 1910)

Two days ago the reform of Government organization was promulgated and simultaneously His Majesty was graciously pleased to appoint myself and Mr. Yamagata as Governor-General and Administrative Superintendent of Chosen respectively. I trust that at the same time the appointments of all of you here assembled to-day were announced. The same day His Majesty was pleased to decide on and announce the administrative organs to be instituted in Chosen after annexation. I wished to assemble you the same day and together with you receive the Imperial will, but it happened that Mr. Yamagata, the Administrative Superintendent, was on his way back to his post and there were many urgent affairs to be looked after. Under the circumstances, greatly contrary to my wish, I had to postpone my meeting with you until to-day.

In receiving the appointment as Governor-General, I consider that it is of the utmost difficulty to lead this country from the darkness in which it is now enshrouded gradually into the light of civilization and enable the Korean people to enjoy its fruit. But as I have been entrusted with that task until to-day and am to continue to undertake it, I am determined to do my best as hitherto in order to respond to the Imperial command. It goes without saying that in order that I may fulfill my duty I must rely upon the co-operation and assistance of all of you, each sharing in the duty of discharging administrative affairs. For this reason, it is my intention to-day to speak a few words to you with regard to the policy to be taken in future.

As already said the organization of the Government-General of Chosen and its affiliated Offices has been promulgated and the officials serving in them appointed. It might be said that the organs of the new régime were completed for the present.

That Chosen is in its present condition of things is not due to any sudden or ephemeral causes. Nearly five years have elapsed since the Imperial Government took up the guidance of this country and during that time no little fruit has been produced in the way of reform and progress. It has, however, been found that by the protectorate system it is impossible to complete administrative reform and in consequence annexation was finally carried out. This is by no means the final object, but is simply a medium. It was carried out in obedience to the Imperial will to replace the complicated administrative system of the old days with a unified one and thereby bring about the satisfactory results of a good and beneficent administration.

In my opinion the most urgent thing to be accomplished at the present time is to keep order in the new dominion, open up the natural resources of the country and enable the new subjects of the Emperor to enjoy the blessings of a peaceful reign by assisting and leading them. But the enforcement of radical measures of reform is not only not consistent with success but there is fear that it will cause uneasiness to the people. Especially must it not be forgotten that while there are evil habits to be remedied there are also not a few good customs to be preserved and promoted. Further, however admirable measures may be theoretically, they will bring no good results unless they suit the practical need of actual conditions. Consequently, it is necessary to be well acquainted with popular conditions and sentiments, carefully consider the relative merits and degree of urgency of measures to be taken and endeavour to promote reform and improvement by degrees.

The dominion of the Empire has now extended beyond the seas and to the Asiatic continent, adding to its population more than ten million people. To improve conditions in Chosen is tantamount to maintaining the security of the Empire as a whole, as well as the peace of the Far East. The success or failure of our administration will directly affect the prestige of the Empire. If we leave old conditions to prevail and fail to achieve reform in this country the object of annexation will not be attained and while disappointing the

people at home will give rise to adverse criticisms abroad. Those finding themselves in extraordinary positions should possess extraordinary determination. I must ask you at this opportunity to put forth strenuous efforts in discharging your duties.

Officials being best representatives of the people should be examples to the general public in their conduct and behaviour. Although they occupy different positions, some high and others low, and are entrusted with different work, yet they are one and the same in shouldering the duty of dealing with State affairs with loyalty and faithfulness. A smooth working of administrative organs depends on the united work of all officials and co-operation of all the organs. All of you should respect official rules and regulations, avoid falling into the habit of looseness and idleness, try to be prompt in discharging your work and do away with red tape, so that no stagnation of official business may occur. At the same time each of you should keep upright and pure principles as well as high personal character and discharge with diligence the duty assigned you, so that you may be able to contribute your share to the achievement of a great new work conceived by His Majesty.

Instruction to Provincial Governors with regard to the Inauguration of the Government-General

(Given on October 5, 1910)

In inaugurating the work of the Government-General to-day, I wish to speak to you with regard to the policy to be taken for the administration of Chosen.

As you are well aware, the object of the recent annexation of Korea by Japan is made plain in the Rescripts issued on the occasion by H. M. the Emperor of Japan and H. M. the Emperor of Korea. It is a step necessary for promoting the peace and happiness of the Korean people and it is fortunate that the ex-Emperor of Korea voluntarily offered and the Emperor of Japan accepted the sovereign power of the country. I need not dwell at length on this subject, but will speak about the future of the country.

I was commanded by my Imperial Master to accept the duty of promoting the peace and welfare of Chosen and also to bear the responsibility of working for the future development of more than ten million Korean people. The task is very heavy and though I am afraid that I may not be able to accomplish it, I am resolved to exert myself to the best of my ability in order to fulfill the Imperial command. I hope that having been appointed as Provincial Governors you will share with me the great responsibility and, discharging your duty with diligence, respond to the Imperial wish.

The general plan of the administrative policy to be pursued in this country I announced to the general public in the proclamation issued the same day His Majesty was pleased to grant a Rescript concerning annexation. It is my intention to carry out various administrative measures in conformity with it. I shall now try to make plain its meaning by detailing at some length its essential points.

In order to guide and develop the Korean people it is first necessary to obtain for them the security of life and property. To do this, the people at large must be enabled to obtain means of livelihood. Consequently, Provincial Governors must first carry out

such measures as are indispensable to people making a living and then proceed to the work of developing productive industry and carrying out other measures. Thus the primary object being to enable all people to carry on their business with a perfect sense of security, measures to be taken should not be too theoretical and unpractical, but the undertaking of easy and simple branches of productive industry should be encouraged among them. In doing this it seems to me to be the shortest cut to assist and promote such branches of productive industry as are found already existing to a certain extent, for example, agriculture, sericulture and so forth. Business and industrial undertakings requiring great capital will not suit the actual conditions of the people. In short, the most urgent thing to be accomplished at the present juncture being to give people employment and means of livelihood, gradual progress is the safest and wisest policy.

His Majesty the Emperor has commanded me to distribute among the provinces a fund amounting to 17,000,000 *yen* with the object of giving work to the people at large. In distributing this fund among the provinces it will be divided in proportion to the population of each province. It is, however, expected that after allotting one million *yen* to Seoul, each prefecture and district will be given sums ranging from 20,000 *yen* to 50,000 *yen*. This fund should not be immediately expended, but kept permanently as it is intended to be made the foundation fund for developing productive industry. By productive industry I mean such easy and simple industry already existing in the interior as sericulture, rearing of wild silkworms, manufacture of paper and so forth. The fund is intended to be used for giving employment to people belonging to the *yangpan* and literati classes, who have hitherto had no fixed profession and also for assisting other classes of people in a similar way. You, the Provincial Governors, should endeavour to use this fund in a useful way so as to enable unemployed people to obtain secure means of livelihood.

As already mentioned in the Proclamation of Annexation, in Chosen there have hitherto existed comparatively many associations

for discussing politics and indulging in empty and useless arguments. As these were recognized useless in view of the unification of political affairs after annexation, order was issued for their dissolution. I trust that the order was duly enforced in all places, but as members of these associations were mostly men belonging to the *yangpan* and literati classes they would experience difficulty in making a livelihood unless given employment. Consequently it is necessary to lead them in a right way, enable them to obtain means of livelihood and prevent them from spending their days in useless talking.

In the new Organic Regulations a Councillor is attached to each Provincial Office and is treated as an official. Each Provincial Governor should let him take part in the administration of his province and consult and seek his opinion with regard to the disposal of local affairs. Each prefectural or district office has also a Councillor attached to it. This official is to be consulted concerning local productive industry, civil engineering undertakings, irrigation work and other matters having direct bearing on the land, but is excluded from participating in general administrative affairs. Accordingly a wealthy person of local note should be selected and appointed to this post. I draw your particular attention to this point, as I think that a good use of this advisory organ will bring no small result in local administration.

Some days ago a charity hospital was established in each province. This measure was taken in order to fill a gap in the hygienic condition in the interior, which was formerly in a very deplorable condition. As the spread of hygienic ideas among the people at large is a means of enhancing their happiness, the former Korean Government was induced some years ago to adopt measures for attaining it and these were recently carried out. At the beginning people are pleased with and thankful for this work undertaken, but as time passes and they become accustomed to its benefits they find fault with it and ask for more from it. Accordingly each Provincial Governor should take care to make manifest the service of the hospital under his jurisdiction by supervising the staff and

inducing them to execute the duties entrusted to them in a faithful and efficient way.

With regard to religious work in Chosen Christianity is the religion that is comparatively speaking most widely believed. At the time its propaganda work was first taken up, the Korean Government was very lax and missionaries were left to engage in their work without the least hindrance or restriction. It is right that the freedom of religious belief should be granted to all and the same policy will be pursued as regards religions, but now that Chosen has been placed under our administration there should be some change in the attitude of the Government towards religions as compared with the former days when the administration was in disorder. In other words, there should be some control placed upon them from administrative necessity. Religion and politics should not be mixed up. Consequently it is a matter of course that religious schools should be placed under due supervision. But as extra-territorial jurisdiction was abolished only recently, until laws and regulations for governing the country have been completed care should be taken to avoid causing controversies and disputes in exercising the supervision of such schools.

Chosen has its own administrative organs carrying on special administration. So it goes without saying that anybody no matter what nationality violating laws and regulations should be dealt with according to the dictates of the law. It is regrettable that among Japanese there are not a few people guilty of ill-treating Koreans or dispossessing them of their properties by unjust means. Such people must be strictly controlled. This work properly belongs to the police, but Provincial Governors being charged with the duty of promoting the happiness and welfare of the people under their jurisdiction, while protecting and assisting Japanese living and engaged in industrial work in their localities, should strictly prevent them from violating the laws and regulations and otherwise acting contrary to common sense. As to the disposal of Japanese Municipalities it is made plain in an instruction issued some days ago. In

order to unify the administrative organs in Chosen such special institutions as Japanese Municipalities can not be allowed to remain long in existence. It is, however, inadvisable to abolish them all at once, as they are long-established institutions. Judicious steps should be taken to dispose of and incorporate them with the local administrative system in a smooth manner. This will require some time to accomplish, but in doing it what has just been pointed out must be borne in mind.

I shall now speak about particulars of other branches of the local administration.

First I shall speak of the police system, to which I hope the Provincial Governors will pay special attention. Local police organs as a rule belong to Provincial Governors, as is the case in Japan. In Chosen, however, a special police organization has been adopted. This is due to the fact that at present Chosen is not yet entirely free from unrest, there being frequent instances of lawless men and brigands robbing peaceful people of their property. In order to make the maintenance of peace and order secure it has been considered necessary to keep the police force in such a state that measures may be promptly taken. Accordingly the Police Superintendent has been attached immediately to the Governor-General and authorized to issue direct orders to all the local police organs. But as each Provincial Governor is responsible for maintaining peace and order in the province to which he is appointed, he is also empowered to issue necessary orders to the Chief of Police of the province. The Provincial Governors may feel some incompleteness in their police power, but giving due heed to the fact that this system was adopted for the purpose of maintaining peace and order throughout the country, they should endeavour to use it in a smooth way. Each Provincial Governor and Chief of Provincial Police should pay careful attention to this point and by strictly refraining from infringing on each the other's domain should work in concert and create no difficulty in the administration. Government officials have their own particular provinces of work as specified by regulations for order, but it is a matter of course that responsible men

should at once act when steps must immediately be taken for the interest of the State. At the same time they should aim at making their steps agreeable to the order of the State and the ideas of their superiors. I believe that by following such a line of action it is possible to make smooth use of even somewhat inconvenient organizations.

In the former local system financial affairs standing independent of general administrative affairs were dealt with by Revenue Supervising Bureaus and Inland Revenue Offices. This system has been done away with by the revision of organic regulations just effected and the office has been incorporated in the Provincial administration. Also formerly there existed Residencies dealing with public business concerning Japanese. This office has also been incorporated in the Provincial administration. All these measures have been taken with the purpose of adjusting and simplifying administrative organs. Consequently Provincial Governors having been charged with the management of local administration in its entirety, their duties and responsibility have increased. They should endeavour to achieve success by harmonizing the administration of affairs of different departments, by promoting despatch in the management of business and by avoiding red-tapism.

As to general administrative divisions, the *status quo* has been maintained as much as possible. Only the business of Residencies has been transferred to Prefectural Offices and a few districts given new names.

The enactment of regulations for *myon* (village) is within the competence of the Governor-General. The office of *myon* is an institution existing since early times. Though clauses concerning it were included in the organic regulations of the Government-General, no more than defining matters to be dealt with by it was therein stated. It need scarcely be said that upon the choice of good and capable men for the office of head-men of *myon* as well as upon the efficiency of their work depends in a large degree the result of local administration. For this reason men of influence and prestige must be chosen for filling the office. As to the treatment of these

village head-men, it must be such as is in accord with their position. For the present, however, old usage will be followed until some amendment be introduced in it after careful investigation thereanent. What must be most carefully looked after at the present time is the prevention and suppression of the old malpractice formerly not infrequently committed by village headmen of acting illegally in collecting taxes and other administrative dues. In the public appreciation of dutiful sons and daughters and virtuous wives as well as in the relief of orphans, aged poor and so forth, as already shown in the Proclamation of Annexation, the Imperial motive should be fully explained when distributing Imperial gifts among them.

The preservation and protection of old temples and monasteries, treasures kept in them, as well as of things and places of historic interest is of great importance in the study of ancient art, industry and history. Not only that, if these are allowed to be lost it will reflect carelessness on the part of the administrators of a country like Chosen possessed of a long history. It often happened that treasures were stolen from deserted temples in the interior or temples even with inmates were made the object of theft by some means or other. Regulations for preserving these will be enacted some day in the future. In the meantime each Provincial Office should take measures for preserving them intact.

As a measure for increasing the welfare of Koreans and aiding in their development means of traffic and communications must be completed. In order to construct railways, open new roads and so connect important cities with each other at the earliest possible date, the central authorities will draw up plans. Each Provincial Governor is requested to take corresponding measures for completing means of traffic and communications in his province. As to minor roads connecting districts and villages, as these are chiefly under the jurisdiction of Provincial Governors, they should endeavour to provide them at the minimum cost.

Turning to hygienic matters, I wish to speak a few words concerning the spread of vaccination. Hitherto the distribution of vaccine and the despatch of vaccinators have been undertaken at the

cost of the local revenue. In places where popular idea concerning hygiene is still primitive and superstition rampant, special care should be taken in acquainting people with the benefit of vaccination and efforts be put forth for attaining actual good results from the operation. Also precedents show that the advancement of popular idea concerning hygiene often results in people becoming effeminate. Attention should be paid to the prevention of the physical deterioration of the people.

Japanese municipalities were established in conformity with the Japanese law and possess a long history. As a result of the abolition of Residencies the superintendence of these bodies has been transferred from Residents to Provincial Governors. These bodies have the competency of levying taxes or raising public loans to obtain funds for their hygienic, civil engineering and educational works. The amount of the loans raised by them is already not inconsiderable, aggregating more than 2,700,000 *yen*. These loans must be disposed of along with the projected abolition of the Japanese Municipalities. Accordingly with regard to the disposal of these bodies, the authorities concerned must study the methods to be pursued in doing it. At the same time Provincial Governors should exercise rigorous investigation and superintendence over the business of these bodies and so prevent their financial administration from falling into disorder.

Japanese school guilds were regulated by Residency-General Ordinance No. 71 enacted in 1907 and are authorised to impose levies for carrying on their work. There are at present 71 such guilds and the schools managed by them are all primary schools. As the schools are not complete in their equipment and are being subsidized by the State Treasury, Provincial Governors should not neglect the supervision of them.

I shall now speak about the educational system in general.

The educational system prevailing in Chosen at the present time is constituted by Government schools such as common schools, high schools and girls' high schools, besides many private schools, also the Songkium Kwan, Hang Kyo and Sohtang. Of the private

schools, some were established by Koreans, but the majority of them are managed by foreign missionaries and are attended by 200,000 pupils, exceeding by far the total number of pupils attending Government common schools. As it is intended to revise the educational system after the completion of necessary investigation, no modification has been introduced into it at the present juncture. Still each Provincial Governor must ascertain whether schools observe the laws and regulations governing them and whether teachers faithfully discharge their duty. As to text-books, these must be those compiled or approved of by the Educational Department of the former Korean Government. In spite of this there are some private schools using text-books other than these. There are also some private schools using books containing songs and sentences encouraging the independence of Korea and opposition to Japan. As these are not allowed to be used, special attention must be directed to their control. Koreans themselves should deeply reflect upon the effect these seditious books may have upon their children. Supposing that they continue to cry for the independence of Korea and ultimately rise in arms against Japan, would such attempts bring any benefit to the Korean people? Japan would easily suppress their revolt and feel little pain, but the Korean people would certainly suffer a great deal from it. That the ex-Emperor of Korea proposed to cede and the Emperor of Japan accepted the sovereign rights of Korea had as its object the promotion of the happiness and welfare of Koreans. Consequently should Koreans be contented with the political change and lead their lives in a proper way they will eventually enjoy the same rights and benefits as Japanese. This only has to be taught to Koreans and there will be no need to resort to little devices to win them over to the new régime. Provincial Governors should remember this and endeavour to prevent Korean young men from going astray. There are also not a few Sohtang managed by literati and also many private schools established by Koreans. If these were properly utilized, they would be a means for spreading education. At the present day when educational funds are not plentiful and educational organs are lacking in number,

means must be resorted to for filling the gap by utilizing existing organs for education as much as possible. But the text-books used in these institutions must be those approved of by the authorities. Here I must refer repeatedly to the method of supervising those private schools managed by foreign missionaries. The competency of supervision of course belongs to the Government, but under the extra-territorial jurisdiction these schools were left practically without Government supervision. In recent days missionaries managing them have understood that politics and religion must not be mixed up and have taken steps to separate religion from education. Thus orders from the Government have begun to be respected by them. Under these circumstances, each Provincial Governor should be careful not to injure their feelings in dealing with their schools. It is not because we are afraid of provoking grave political problems that I require special care to be taken in dealing with foreigners, but it is because, as already said, extra-territoriality was abolished before various necessary arrangements were completed and so there is need of taking this into consideration.

With regard to the educational policy to be adopted for this country, as already said, it will be fixed and announced sooner or later. In order to develop Chosen, it is necessary to give instruction to its rising generation in practical and useful knowledge and avoid making them argumentative, so that they may be given bases on which they can improve their living and social position. With this object in view, pupils of common schools and other similar schools must be taught in the theory as well as in the elements of manual work, agriculture and other practical work destined to help them in obtaining a livelihood.

With regard to civil engineering and other enterprises by private individuals, it is of course understood that they are at liberty to take up them provided they possess ample capital and their undertakings are likely to prove profitable. Both the central and provincial authorities, however, must exercise strict control over those dealing in privileges and concessions under the pretext of business enterprises. With regard to such work as hydro-electrical

enterprises which are sure to appear in future, charters should be given to those desiring to undertake them after investigation there-
 anent has been completed throughout Chosen and struggles for the
 acquisition of special privileges by individuals must be prevented.
 With regard to people as usurers obtaining exorbitant profits at the
 expense of simple-minded people and indirectly damaging the interest
 of the general public, due measures must be devised for them in
 order to check their avarice.

As to plans to be taken for increasing the facilities of traffic
 and communications, I have already stated my views. I note that
 recently some Japanese residents, with the purpose of promoting the
 interests of their own localities, have petitioned the authorities with
 regard to the opening of highways, position of railway stations and
 provincial offices and similar matters. As their agitation had in
 view only the promotion of local interests I ordered its suspension.

The investigation and survey of lands was started under the
 former Korean Government. This work was undertaken in view of
 the ambiguity with regard to the areas of lands as well as of the
 necessity arising from taxation and giving security of ownership.
 In order to complete it, the expenditure of some fifteen million *yen*
 and work extending over several years are required. In gradually
 extending the work to the interior, unless people be first enlightened
 as to its nature, there is a fear that they will misconstrue it as a
 first step towards despoiling them of their lands and offer resistance
 to it. For this reason, steps should be taken for acquainting the
 people that the work is undertaken more for their own interest than
 for that of the Government and that the authorities have no other
 ulterior motive. Also care should be taken for the protection and
 preservation of survey posts and otherwise the work should be
 aided and promoted.

I shall now speak about some matters belonging to the domain
 of the Agricultural, Commercial and Industrial Department.

In order to make the living of the Korean people easy the first
 thing to be considered is the question of the supply of fuel. In
 former days forests were cleared by means of fire in order to open

up arable lands and trees were felled unsparingly or almost openly stolen from State forests, with the result that at the present day the Korean people are suffering from the want of fuel. To relieve them they must first be taught the injury resulting from the ruthless destruction of forests. They must also be taught the necessity of protecting and preserving forests in order to prevent floods. Afforestation and the cultivation of seedlings must also be undertaken. The Agricultural, Commercial and Industrial Department has already established seedling nurseries in six places, but all the provinces should also undertake a similar work. As regards agricultural products, those suited to the soil and climate should be selected for different places and their cultivation encouraged. The Agricultural, Commercial and Industrial Department has already completed a rough investigation along this line. Accordingly it is now the duty of the Provincial Governors to carry out practical experiments and reap real results.

Irrigation work was in a tolerably advanced state in ancient times, but in consequence of the maladministration it has gradually been ruined. Investigation concerning it should be carried out and measures taken for repairing and utilizing irrigation ponds, canals and so forth.

Improvement must speedily be introduced in the method of gathering and preparing rice, since on account of the crudeness of the method now followed particles of granite and other matters are found largely mixed with Korean rice. I hear that straw bags and ropes are imported from Japan to the value of more than half a million *yen* a year. This is due to the fact that Korean straw cannot be used for manufacturing them, as it is damaged on account of it being beaten on stones when the rice is threshed. In Mokpo and vicinity, I hear this method is being gradually replaced by the Japanese method, but it is a hard thing to do away with old usage. Korean farmers should be led to abandon their method of gathering rice by showing them the advantage of the improved method.

The annual revenue of the Government of Chosen is about ten million *yen*. Next to the land-tax, customs duties are the chief source

of the revenue. Now import always exceeds export, resulting in the outflow of more money than the Korean people obtain by their labour. If this state of things be allowed to continue long, economical difficulties are sure to occur some day. Accordingly plans must be elaborated for producing and manufacturing at home commodities for daily use by Koreans instead of buying them from abroad. Statistics show that fruit is imported into Chosen to the value of more than half a million *yen* a year. Now the soil and climate of Chosen being well suited to the cultivation of fruit-bearing trees people must be encouraged to undertake the industry so as to check the import of fruit. In short we must first increase the material wealth of the Korean people and then endeavour to elevate the standard of their living.

The comparatively small amount of agricultural crops obtained in Chosen is due to fertilizers being scarcely used by Korean farmers. Attention should be paid to inducing them to use them liberally.

Sericulture is very well suited to the climate and soil of Chosen and is a very good branch of industry to be undertaken by people of all classes as a side work. Especially is it well suited to be undertaken by people of the *yangpan* and literati classes and these people should be greatly encouraged to undertake it. Free distribution of seedlings of mulberry trees, eggs of silkworms and sericultural tools will be a good means for promoting and improving the industry. In North Chosen there are many places where the rearing of wild silkworms may be undertaken with profit. In South Chosen upland cotton grows very well, as may be seen from the fact that the total area of land devoted to its cultivation reached about 1,200 *cho* this year. Should this industry be encouraged and be widely undertaken it will become a good source of income to Korean farmers.

As already said, though fruit-bearing trees grow well in Chosen fruit is annually imported to the value of more than half a million *yen*. Steps should be taken to encourage the cultivation of fruit-bearing trees. At the Model Horticultural Station at Tukto nearly all the kinds of fruit-bearing trees are being experimentally planted

and cultivated. Should some be found well suited to a certain locality the cultivation of these should be encouraged in that locality.

Cattle are principally produced in North Chosen and Pyong-an Provinces. Korean cattle have been noted as being of good breed from early times. Now I hear that improvement of a breed of live-stock is easily attained, bringing about a satisfactory result, when it is done by means of better specimens of the same breed. Steps, therefore, should be taken for improving the breed of Korean cattle by means of their better specimens. Also as rinderpest is constantly prevalent in North Chosen, the prevention of the disease should be carried out by calling in the aid of veterinary surgeons. The Provincial Governors of that part of the peninsula should not neglect taking suitable measures with regard to this matter by seeking the opinion of veterinary surgeons attached to the local garrisons.

Seed and seedling nurseries are attached to Provincial Offices, but by maintaining connection with the Model Agricultural Stations, should exert themselves in distributing among their localities seeds and seedlings well suited to their climatic and physical conditions.

In teaching to Korean farmers improved agricultural methods, I am afraid that the experts employed for the service may show themselves too theoretical. This should be avoided, easy and practical methods capable of being carried out at the least expense only being taught. They themselves should take up practical work and encourage Korean farmers by personal example. The Provincial Governors too should often travel in a simple manner through the localities under their jurisdiction and personally attend to the work of uplifting the masses.

With reference to State-owned waste lands, before taking steps to dispose of them each Provincial Governor should institute close investigation with regard to their historical relations with the people living in their neighbourhood and the interests of the local people.

As already said the local revenue organs have now been incorporated in the local administrative organs. Now, speaking of the

finance of the Government of Chosen, even after annexation it is to be made a special account and the expenditure should be met in principle by the revenue collected in this country. As, however, the latter is still far from being sufficient to defray the entire amount of the former, it has been arranged that the Imperial Government shall annually subsidize the Chosen Government by a fixed amount. At the present time, the amount of the subsidy referred to, exclusive of the military expenditure, is some 15,000,000 *yen*. Inasmuch as the Government at home aids Chosen with such a large sum of money, the Korean people should not be neglectful of their duty regarding the payment of taxes and contribution of their share to the working expenses of the State. We must endeavour to make the people at large understand fully this point. As already announced in the Imperial Rescript as well as in the Proclamation issued in connection with annexation, the Korean people will be freed from paying part of the taxes due this autumn and monetary gifts will be granted to orphans, helpless widows and widowers, dutiful sons and daughters, virtuous wives and aged people. But the Korean people at large should not take too much liberty with the Government because of this display of its good will toward them and should not show themselves negligent in discharging their duty to the State. They must be made to appreciate fully that the fostering of the sources of wealth and the payment of taxes are bases on which their happiness and welfare can be promoted.

Formerly by virtue of the Law of Local Revenue a Provincial Governor was authorized to levy local taxes for undertaking public work in his province. This may give the idea to Provincial Governors that they may collect local taxes provided people are capable of paying them. Any increase of the local revenue, however, should not be attempted, as the present state of wealth of the people does not allow of it. Should unavoidable cases occur requiring the undertaking of public work, people should be made to contribute labour instead of money.

With regard to trade, export should be encouraged so as to check import and also attention should be paid to the proper super-

vision of the administration of open ports. The encouragement of navigation has no direct bearing on the duty of the provincial authorities, but they should investigate whether or not the subsidized coastwise steamer services at present maintained meet with the requirements of local ports.

Full attention should also be paid to the proper supervision of commercial companies, banks and other public associations.

The above is the purport of the instruction I intended to give you to-day. I hope that you will speedily proceed to your posts and, by carefully studying local conditions as well as administrative measures formerly taken, be prepared to present comprehensive views on the subject on the occasion of our contemplated meeting in spring next.

As to undertakings for next fiscal year, owing to the lack of time required for investigation as well as to the insufficiency of funds available, we shall not be able to draw up any great plans. It is the intention of the authorities concerned, however, to carry out plans for the development of means of traffic and communications, reform of the educational system and encouragement of productive industry.

Finally I wish to say that having been appointed Governor-General of Chosen, I am fully aware of the stupendous task awaiting me, but it is my determination to do my best to accomplish it and respond to the Imperial will. I think that success in all things depends on the men undertaking them. If we exert ourselves to the best of our ability and engage in our work in all sincerity, we shall be able to achieve more or less good results. If we undertake our task with the intention of not abandoning it until death, no task is too great for us to achieve. I hope that you will hold yourselves in a dignified manner towards the people under your jurisdiction, show them good examples personally, wisely lead your subordinates and so carry out the important duty entrusted to you.

Instruction to Provincial Governors, Prefects and District Magistrates with regard to Distribution of Extraordinary Imperial Monetary Grants

(Given on October 8, 1910) .

As announced in the Proclamation of Annexation issued some days ago, the Extraordinary Imperial Monetary Grants amounting to 17,398,000 *yen* are hereby distributed among the thirteen provinces of Chosen comprising twelve prefectures and 317 districts. The Provincial Governors as well as the prefectural and district authorities, who are to take charge of the funds, bearing in mind the purport of the gift, should study measures for making good use of them and strive to achieve satisfactory results in giving relief to the people at large.

It is not with the purpose of relieving the Korean people from their immediate need by distributing the money among them that the Imperial Government gives to Chosen such a large sum of State money. In sympathy for the Korean people, many of whom are in a distressed condition on account of many years of maladministration, the Government has donated it for their good with the object of making it the foundation fund for giving work to unemployed people, promoting education and relieving sufferers in time of famine and other natural disasters. It will be distributed among all the prefects and districts of Chosen and placed in the charge of the Provincial Governors for permanent preservation so as to enable the Korean people long to enjoy the benefits arising from it. In order to carry out this purpose, the interest accruing from the foundation fund should be used for the attainment of the three objects above mentioned. Three-fifths of it should be appropriated for giving work to unemployed people, three-tenths for promoting education and one-tenth for relieving people suffering from famine and other natural calamities. In using the money for these purposes appropriate plans should be conceived and judiciously carried out or suitable works be aided. In short, it is most important that the people at large be benefited by the fund and the fundamental purpose of its

endowment, viz. of showing them kindness and sympathy, be attained. The methods of allotting the money so proportioned and the devising of them are left to the discretion of those in charge of it, but these should be generally along the lines described below. In regard to giving work to unemployed people or promoting education, full investigation should be carried out as to the nature of various kinds of work and only such kinds of work as are most effective and practical should be started or aided. Especially should care be taken in selecting measures for the relief of people in distress, so that real relief be given them and the danger of making them dislike work and labour be avoided.

I. Giving Work to Unemployed People

As it is aimed at giving work to people belonging to the *yangpan* and literati classes without fixed occupations these people should be made the first object of this measure. As to the work to be started or aided in their interest, such kinds should be selected as are already existing more or less widely in the interior, such as the manufacture of paper or sericulture, as these can easily be undertaken and are sure to bring about satisfactory results giving those engaging in them an income, however small, and thus contributing to their livelihood.

II. Promoting Education

Common schools should be established by appropriating the money as a foundation fund and adding to it property belonging to old-fashioned *hangkyo* (district schools) and other revenues. In establishing these schools, the service of good teachers must be secured and the schools must have a strong foundation so that they may continue to exist permanently. In case such schools can not speedily be established or there are schools already existing so that there is no immediate need to establish new schools, private schools already existing should be aided and gradually advanced to the grade of common schools.

III. Relief of People in Distress

The relief of people suffering from famine and other natural calamities should be carried out only in inevitable circumstances and should not be thoughtlessly undertaken. Not only that, but in carrying it out steps appropriate to the occasion, such as aiding the sufferers in their occupations or giving them commodities instead of money, should be adopted.

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Instruction to Provincial Governors

(Given on July 1, 1911)

In October, last year, on the occasion of the establishment of the Government-General of Chosen I had the pleasure of meeting you. On that occasion I explained to you the general outlines of the administrative policy to be taken and showed you the lines you should follow. I greatly appreciate your services in achieving some good results in the local administration in conformity with the plans conceived by the central authorities. My appreciation of your work is all the greater because you have been in a particularly difficult position as everything had to be undertaken from the very beginning.

The most urgent problem confronting us for solution at present is how to lift the Korean people out of their poverty, shape order out of chaos and find a way to prosperity out of ruin. It is a most complicated and difficult problem, having scarcely any parallel in the history of the world. Notwithstanding, you have only a small force of subordinates to assist you and are allowed only a small amount of money to carry out your work. It is not that I am not aware of the difficulty you have to contend with, but as the fund available for carrying on the administration is fixed and limited in amount and it is impossible to have everything as one could wish from the beginning there is no other way of meeting the situation than for all the officials, no matter whether serving in the central or local offices, to co-operate and put forth special efforts so as to fill up the gap in their force and make good the insufficiency in administrative expenditure. In addition to this, those taking part in the administration of Chosen should not forget that the state of things here is greatly different from that in Japan, where all things are in good order. In discharging their duties not only should they work out plans and designs but should be so circumspect and patient as not to hesitate to make house-to-house calls and see everybody to explain them. At the same time it is most important that they should observe regularity and uprightness of conduct. In the

present condition of things in Chosen, this is especially so, for even if only a few officials be guilty of corruption, the ignorant masses will harbour suspicion against the whole force of officials and the prestige of the latter in the public estimation will be seriously affected. This is all the more so as, following on a radical political change, the people at large are not as yet quite settled in mind and there is a fear that disturbances may easily break out. This was what I was most concerned over when I accepted the onerous office of the Governor-General of Chosen. You have, however, assiduously devoted yourselves to the discharge of your duty and satisfactorily guided and encouraged your subordinates to do their duty. You have also left little to be desired in making known to the people at large the Imperial will as regards the administration of Chosen by convoking meetings of District Magistrates or personally travelling through the provinces under your jurisdiction. Further you have done good work in making the people thoroughly appreciative of the purport of my proclamation of annexation by co-operating with Commanders of Gendarmerie Detachments, Chiefs of the Police Affairs Department and other subordinate officials. Less than a year has elapsed since annexation, but the people at large have already learnt whom and what to follow. The general condition is more peaceful than ever and along with the progress of the new régime industrial enterprises by the general public have greatly developed. All this is due to the virtues of His Majesty, but I do not doubt that the work and labour of the provincial authorities has greatly contributed to it.

On the inauguration of his benevolent reign in Chosen, our revered Emperor, in order to show his love for his new subjects, specially pardoned 1,711 prisoners, who had been condemned by the old Korean law but whose criminal acts were accompanied by extenuating circumstances. All the prisoners thus released were filled with gratitude and took to honest living, few of them again violating the law. His Majesty also favoured with monetary gifts 12,115 aged people belonging to the *yangpan* and literati classes and similarly honoured 3,200 dutiful sons and daughters and virtuous

wives. All were strongly impressed by the Imperial favour. Some shared it with their neighbours in distress giving them part of the money they received ; some donated part of it to the local educational fund ; some undertook with it afforestation work, the opening of mulberry orchards, sericulture and similar industrial work ; and some erected with it monuments commemorating His Majesty's virtue. It is really a matter for sincere congratulation that none wasted the Imperial gifts given them. As to the Extraordinary Imperial Monetary Grants amounting to 17,398,000 *yen* distributed among all the provinces, twelve prefectures and 317 districts of Chosen, the Provincial Governors in conformity with my instruction thereanent given in October, last year, took measures agreeable to the conditions of their localities for attaining the objects of the fund, namely, giving work to unemployed people, promoting education and relieving sufferers from famine and other natural calamities. To cite the principal works undertaken with the fund throughout the country, with regard to the encouragement of productive industry 35 sericultural training stations, 21 stations for teaching weaving, 13 public sericultural factories, 8 stations for teaching the manufacture of paper, 3 stations for teaching fishing, 37 seedling nurseries, 4 mulberry orchards, 8 public stations for giving work and 4 stations for teaching work were established and about 150 resident and itinerating teachers were employed, while with regard to the promotion of education 133 public common schools and 7 elementary industrial schools were newly established, besides 217 public and private schools having been given subsidies. I am greatly gratified at seeing the work undertaken and pushed on so steadily and energetically. Further, despite the fact that the payment of the land-tax which had remained unpaid as well as the returning of *Sakuk* or grain borrowed from the Government which had remained unreturned was remitted, and the land-tax due in autumn last year was reduced by one-fifth of its amount, the collection during the half year between October last year and March this year of the State taxes and local revenue showed a very good result by an increase of 938,000 *yen* as compared with the amount collect-

ed during the corresponding period of the preceding year. The trade of the country between January and May this year also showed unprecedented prosperity, making as against the returns for the corresponding period of the preceding year increases of 1,587,000 *yen* in export and 7,753,000 *yen* in import. This demonstrates on the one hand the growth of the productive power and on the other that of the purchasing power of the people at large.

In order to accelerate the development of productive industry, it is imperative to complete means of transportation and communications. For this reason, while planning the improvement of the trans-peninsular railway between Fusan and New Wiju, it was also planned to complete the construction of the Seoul-Wonsan and Honam lines as soon as possible. The work on these two lines was originally designed to be completed in eleven years, but the period was subsequently very much shortened. Work on the Honam line is already completed on the Taichon-Yönsan section, 24 miles in length, and construction-cars are already being run on the section. The progress made is very good and it is expected that the entire line will be open to traffic in 1913. As for the Seoul-Wonsan line, work on the Yongsan-Euichyongpu section, 19 miles in length, is all but completed and either construction or survey is being carried out on other sections of the line. As compared with the Honam line, there is much difficulty in constructing this line. Nevertheless it is expected that the entire line will be completed in 1914. As regards the construction and improvement of highways, although since 1906 work has been taken up in not a few places, up to last year some roads only, about 200 *ri* in aggregate length, were completed facilitating communications for only part of the country. Accordingly 23 important roads connecting all the principal centres throughout the peninsula were selected for improvement and work was started at the beginning of this fiscal year. These roads aggregate 580 *ri* in length and work on them is to be completed in five years at the cost of ten million *yen*. Besides these highways, there are many roads to be improved at the expense of the local revenue.

It is planned that work on these should gradually be pushed on with due aid from the State Treasury.

Thus the improvement of the trans-peninsular railway is shortly to be completed and the construction of branch lines is steadily progressing. In addition the construction of a railway bridge across the River Yalu is expected to be completed in October next, simultaneously with the completion of the improvement of the Antung-Mukden railway. In view of this, the necessity of providing for good connections between land and sea traffic has been recognized. With this object in view, in addition to the programme already adopted, it has been planned to improve harbours at Fusan, Chemulpo and Chinnampo. At Fusan, a pier 360 *ken* long and able to give accommodation to steamers of 3,000 to 20,000 tons capacity is to be constructed in the course of four years at the cost of 3,848,924 *yen*. Chemulpo is in a position to become an important port both for passengers and freight on the completion of the cross-peninsular Seoul-Wonsan railway, but the harbour being shallow and the rise of water exceedingly high trading vessels experience the great inconvenience of being obliged to find anchorage three nautical miles off the port. An improvement of the harbour is thus of urgent necessity. Accordingly it is planned to reclaim the sea-front to the north of the Foreign Settlement and construct a wet dock by checking the open sea by means of an embankment to be built along its eastern and southern sides. It is also planned to construct a wall, 250 *ken* long on one side of the sea-front to be reclaimed, so that three steamers each of 4,500 tons capacity may be moored along it at one time. The estimated total cost of the entire work, which is to be completed in six years, is 3,483,000 odd *yen*. Chinnampo is also an important trading port, as it is connected with the market at Pyongyang both by rail and water. In order to complete its harbour equipment, it is planned to build a dry dock at the cost of 835,000 *yen*, to be completed in three years.

Simultaneously with carrying out the construction of railway lines, improvement of highways and harbour construction, it has been planned to increase facilities of communications. For this

purpose, the transportation of mails along important routes connecting Seoul with the provincial capitals as well as along the route between Seoul and Wonsan was arranged to be undertaken day and night. Also on important postal routes, aggregating about 450 *ri* in length, it was arranged to undertake it every day instead of every other day as hitherto. Moreover 108 postal stations handling only ordinary mails were abolished and in their place 128 post offices were newly established for dealing with parcels, the postal money order and savings bank business and the receipt of taxes as well as payments by the Treasury in addition to ordinary mail business. As regards the telegraphic service, besides opening it at twenty important places new wires, aggregating about 203 *ri* in length, were laid between Seoul and Fusan as well as other important places. In addition a direct line was laid between Seoul and Osaka. Further, telephone exchanges were established in ten important country towns and it is planned to lay long distance telephone wires, aggregating 350 *ri* in length, between Seoul and Fusan and other principal cities.

There is no doubt that when these works above mentioned are all completed they will greatly contribute to the industrial development of Chosen. It is also hoped that while they are in progress they will give employment to many Koreans and be instrumental in relieving poor people, besides affording opportunities for fostering in them the habit of diligence. You should encourage people to engage in these works, but in doing so you should avoid taking any measures savouring of oppression and also take care not to allow Korean labourers to become arrogant and to ask for excessive wages. Most of the money appropriated for these works will fall into the hands of Korean labourers. It is not unlikely that crafty people, taking advantage of their simplicity and ignorance, will try to despoil them of their earnings by tricky means. It is also possible that owing to blunders on the part of contractors disputes will occur resulting in the leaving of many labourers and consequent hitches to the progress of the works. You should strive hard to prevent such evils from appearing. At the same time you should

endeavour to induce Korean labourers to save part of their wages by depositing it in the postal savings banks or in other safe institutions, so as to provide for days when they are discharged. It will be an extremely difficult task to turn a people long accustomed to the habit of idleness into a hard-working and thrifty people. It all depends on your efforts in influencing and leading them in a right direction. You should endeavour to do this with the co-operation and assistance of your subordinates, whom you should properly supervise and encourage.

It is inevitable that the progress of the times and economic development should affect the general condition. Especially when a decayed people are being governed in a modern way and their uplifting steadily worked out, is it inevitable that while productive industry should advance in general, in some particular places, as the result of the disturbance of the balance of demand and supply, a section of the poor people will suffer from the rise of prices or lack of commodities. Such a state of things will surely be found in some places in Chosen. When it is found, it is the duty of the provincial authorities to study the cause of its appearance, so as to see whether it has resulted from the idleness of the inhabitants or from sudden changes in the economic condition and then take suitable measures for relief. I note that Korean farmers do not generally pay much attention to bye-products of their work. They simply rely on rice, barley, beans, millet and so forth for their sustenance and after they have consumed their stores of these cereals they try to subsist on tender grass and similar poor stuff. Such a mode of living is taken by them as a matter of course and none seem to mind it. The result is that when crops fail them, they immediately suffer from famine. Even though plentiful years may successively come, it is likely that the export of rice will increase in volume year after year, so that if Korean farmers remain contented, as they do now, with the gathering of comparatively small quantities of crops, passing their spare hours in idleness, they will never become well-to-do, and being given temporary relief in time of famine, their bad habit will never be eradicated. It is, therefore, necessary to seek the funda-

mental means for their relief. In order to do this, while endeavouring to foster in them the habit of diligence, it is necessary to induce them to take up some secondary work. The cultivation of upland rice, miscellaneous cereals, sweet potatoes, potatoes and so forth, poultry, sericulture, stock-farming, the cultivation of fruit-bearing trees, the manufacture of straw mats, straw bags and ropes, and some other easy and simple manual work, the gathering of edible shell-fish and useful sea-weeds—in short some simple side-works suited to local conditions and certain of bringing in some return should be shown them and they should be encouraged to take them up, so that they may earn a certain amount throughout the year. They should also be persuaded to lay by in some safe way money or articles they can spare. In giving them advice or encouraging them thereanent, however, good care should be taken in order that they may not harbour suspicion. Otherwise all efforts may bring about little satisfactory results.

It is scarcely necessary to state that improvement work in general must be assiduously undertaken throughout the land. But it seems that the work will be accomplished, comparatively speaking, with ease and great effect if some object lessons be shown to the people at large. Let some villages considered suitable be chosen for carrying out improvement work in agriculture, sericulture, filature, weaving, disposal of articles produced or manufactured, laying by of spare money or articles and other matters, and show them as models for other villages to imitate. Such a method will save much trouble and bring about very striking results. At the same time by helping and guiding in a right way such model villages, let them also be models to other villages with regard to educational conditions, good manners and customs, payment of taxes, civil engineering work, hygienic measures and so forth. If such work is successfully achieved, I am sure great benefit will accrue from it. I urge you to pay great attention to this point.

In order to keep water sources in a good condition and protect the country from physical ruin afforestation work must be undertaken. This work is of the most urgent necessity in this country,

as most of its forests are in a ruined condition. The Government is taking various measures concerning afforestation, such as the establishment of model forests and seedling nurseries and the free distribution of seedlings. It is, however, an extremely difficult task to complete the protection and revival of all the forest lands in the country constituting, as they do, more than seven-tenths of its entire area. It is not sufficient for the Government to undertake the work, but the people at large must be brought to love and protect forests. In order to attain this object, it has been arranged that State-owned forest lands may be leased by private persons for the purpose of undertaking afforestation and, with the exception of such as must be preserved to the State, given to the lease-holders in the event of their work proving successful. It has also been arranged that the exploitation of a limited area of State-owned forests shall be allowed to the people living in the neighbourhood who will be ordered to plant seedlings there on condition that the forest thus formed will be given them after success in the work has been achieved. It is feared that unless some proper measures for protection be taken, even those State-owned forests in good condition will be despoiled. Also as even those forests already in a ruined condition may be revived if proper measures be taken, it is the intention of the Government to place on the people living in the neighbourhood of all such forests the responsibility of protecting them in return for the liberty to gather fuel and other forest products in them. It is with the attainment of the object just mentioned in view that the Government has promulgated a revised forest law. In other words, the Government hopes to see afforestation work undertaken everywhere by enlightening the people at large as to its benefit.

Fishing is one of the principal sources of wealth in Chosen. For protecting and developing the industry due measures have already been taken by the Government. Recognizing, however, the necessity of making these more in conformity with the progress of the times, the Government recently promulgated a fishery ordinance and regulations for the control of the fishing industry. By these certain revisions and additions were introduced into the existing

laws concerning the industry with the purpose of protecting Korean fishermen and of aiding in the development of fishing communities, in addition to encouraging Japanese fishermen to settle permanently in Chosen instead of making temporary visits during the season as hitherto. It is provided by these laws that exclusively in case of necessity for managing or maintaining a fishing community a specified area of sea may be monopolized by that community for fishing purposes, that fishermen living in a specified locality may form a guild for the purpose of undertaking necessary work for their common interest, that in order to protect the interest of chartered fishermen a certain area of the sea bordering their fishing ground may be made a reserved zone and all acts calculated to be injurious to the fishing business may be restricted or prohibited in that zone, and that with the object of preventing indiscriminate and excessive fishing the use of poisonous matters, explosives and close nets may be either restricted or prohibited. Further, limitations of fishing grounds and seasons are provided by the laws for certain kinds of fish and other marine products with the object of their conservation.

It is a natural trend of affairs and a matter for rejoicing that along with the development of various branches of industry business corporations in the form of partnership, limited partnership or joint-stock companies should gradually and increasingly be established. Prior to the promulgation of the Company Law in January this year there were established in Chosen about 130 such corporations and 26 companies had their branches established in this country. Since the law referred to was promulgated more than twenty companies have been given permission either to establish headquarters or branches in Chosen. There are also not a few asking for such permission. As at the present time Koreans generally lack knowledge and experience concerning law and economy and not many Japanese are well posted in the conditions in Chosen, there is a fear that they will recklessly start business enterprises or join in them under mistaken ideas or be deceived by crafty people. There is also the likelihood that a profitable enterprise will be planned by several parties and injurious competition arise between them. Should any

undertaking end in failure, not only will it result in loss to the investors but it will cause other people to entertain pessimistic views and adversely affect the general economic conditions, ultimately resulting in impeding the normal development of sound industrial enterprises. It is with the object of preventing such evil from appearing that the Company Law was promulgated providing that permission must be obtained from the authorities for the establishment of business corporations in Chosen. As it is, with regard to all trustworthy business enterprises not only should no unnecessary interference be manifested, but protection and encouragement must be given to them.

Much has been done towards providing for the security of life and property, but there is still left something to be done for assuring the security of ownership of lands. The designation of the area of a plot of land was done either by means of the quantity of seed-rice necessary to cover it or by the amount of labour required for ploughing it. In consequence the size of the unit differed according to locality. Also though the right of possession by private individuals of lands was recognized by several laws and regulations, there existed no official cadastre proving it. Moreover, official testification of the ownership of land was given only when the owner concerned asked for it and did not extend to private lands in general. Under the circumstances, land-owners were accustomed to prove their rights of possession by presenting documents privately drawn up by the parties concerned on the occasion of their transference or by the fact of occupation. The result was that disputes frequently arose concerning the ownership of lands and much difficulty was usually experienced in settling them. In order to do away with these shortcomings once for all, the Government has established a Land Investigation Bureau charged with adjusting the registration of lands, so that their ownership may be securely recognized and the foundation of the financial administration be established. In conducting the investigation of lands, the purport of the work should be publicly announced both in Japanese and Korean. It should also be made known direct to the people con-

cerned. Land-owners should be induced to give information to the authorities concerning their lands and their representatives should be present on the occasion of the investigation being made. After lands have been thus investigated, the names of their owners and their boundaries should be submitted by the President of the Land Investigation Bureau to examination by a Local Land Investigation Commission and then finally determined. Should there be any objection to such decisions, it will be considered and decided by a Higher Land Investigation Commission composed of some administrative and judiciary officials presided over by the Governor-General of Chosen. When the investigation of lands in a prefecture or district is completed and after cadastre books of the lands have been compiled, these should be transferred to the office charged with the duty of taking charge of them and registration of the transference of the rights of ownership being attended to at that office people at large will be enabled to enjoy the beneficial results of the investigation of lands. On the occasion of the work being conducted you should aid its progress by paying careful attention to the selection of representatives of land-owners, the investigation of boundaries of villages and usages concerning land, the collection of papers presented by land-owners giving information concerning their lands, the investigation of the rights of ownership of lands, classes of lands and amounts of crops obtained from them, the protection of surveying posts and so forth. You should also endeavour to make the people under your jurisdiction fully understand the object of the work and the benefits accruing from it and should not allow them to harbour any groundless suspicion concerning it.

The essential object of judicial administration is the protection of justice and the punishment of wickedness, so that people may rely on the Government for the security of their life and property. In order that the full effect of it may be obtained, no matter whether it deals with civil or penal cases, no little co-operation by the provincial authorities is required. Judgments given on civil cases however fair they may be, will be ineffective in attaining the object with which they have been given, unless they are properly executed.

Accordingly those charged with the execution of judgments by law courts should be careful not to err in the interpretations of laws and regulations and act promptly in transacting their business. In Chosen on account of special circumstances existing compulsory executions affecting immovable properties are entrusted to Prefects and District Magistrates, and these officials are expected to discharge the duty that belongs, in the mother country, to law courts and bailiffs. In discharging this particular duty, these officials are of course restricted in their acts by the judgments given by law courts, but their general supervision, like that of other administrative business dealt with by them, comes under the domain of Provincial Governors. Accordingly you should exercise due supervision over these officials when they discharge the above-mentioned duty, so that nothing desirable may be left undone for the protection of the people's rights. Also the protection and help of ex-convicts is a great step towards making them good men, but no such work has hitherto been undertaken in Chosen. Nevertheless people released from prison are on the increase, while at the same time there is a tendency, owing to the economic changes fast occurring in the country, for the difficulty of making a living to increase. Under these circumstances, ex-convicts unable to find employment, on account of having lost the sympathy of their friends in their native places, will be driven to repeat their crimes and will lose opportunities to lead a new and better life. This is a most deplorable matter considered from the point of the State policy dealing with criminals. Accordingly by co-operating with the authorities concerned you should take measures to make the people at large recognize the importance of the work of giving protection to ex-convicts. As the majority of convicts are those who have committed crimes in consequence of idleness and dissipation, it is necessary to accustom them to the habit of labour and hard work, so that they may be able to earn their own living after they have been released from prison. Should they be employed in the repairs of highways or embankments, levelling of grounds, and similar other public works, it will not only prove a very appropriate means of find-

ing them work, but will complete the object of punishment and relieve to a certain extent the finances of the State, in addition to preparing them for earning their living after they have been released. I hope that you will pay attention to the execution of such plans.

Medical organs were formerly in a primitive condition in Chosen. Koreans practising medicine do not exceed 1,500 in number throughout the country. Moreover, the majority of them are deficient in knowledge of medical science and are not very skillful in their art, so that they can hardly be expected to treat their patients in a satisfactory way. Accordingly since the Government-General was established last year, it was arranged that each province should have established in it one charity hospital for the treatment of patients. The result of the work of these institutions has been very good. Between January and May this year these institutions treated 76,000 free patients and 13,000 paying patients, who were attended 582,000 times, giving an average of about 300 per day for each hospital. It is of course impossible for these institutions to deal with all the patients in the country and it is regrettable that there are still many living in remote places who are unable to receive the benefit of these medical organs. Fortunately, in February, this year, His Majesty the Emperor was pleased to issue a message announcing the grant of 1,500,000 *yen* from the privy purse as a fund for providing free medicine for poor people. In consequence the Saisei Kai, an association with the object of giving free medical treatment to the poor, was organized in Japan and Chosen will derive benefit from it. It is my intention gradually to enlarge the charity hospitals and establish their branches at various local places of importance, so that poor patients may be relieved and the merciful will of His Majesty be responded to.

In order to advance civilization and nourish the strength of a people, education must chiefly be resorted to. The educational system hitherto in force in Chosen contained many things not consistent with the progress of the times. There was also the propensity of mere form being made much of. For instance, even before organs for common education had been completed, higher special

schools were established. In consequence an unwelcome tendency to indulge in empty argument and despise practical knowledge has appeared, bringing in its train the habit of idleness. This is most deplorable. As, however, the adjustment of the educational system requires careful consideration and study, on the occasion of the establishment of the Government-General it was decided to retain the old system for the time being and not to introduce amendments into it in a hasty manner, but to do so in accordance with the need of the times and of popular conditions after completing a thorough investigation concerning these matters. It is plain that education in Chosen must have as its object the giving of useful knowledge to Korean young people and the fostering in them of healthy moral qualities, so that they may become possessed of characteristics fitting the subjects of the Empire. Accordingly it is necessary to aim at the spread of common education and the encouragement of industrial education. To these should be added higher common education and special education. In short Korean young people must be given the abilities and qualifications for making a livelihood and for rising in social position as well as for keeping pace with the progress of the State. A new educational system formed with this object in view will shortly be promulgated for Chosen. On the occasion of its enforcement you should endeavour to make the people understand the fundamental object of education so that they may ultimately enjoy the blessings of civilization.

The above statement is an outline of administrative measures taken since the Government-General was established last year. I have given it simply to show you the spirit of my administrative policy and shall give you further instruction as regards its particulars. Only in conclusion there is one thing to which I desire to draw your attention. I have frequently explained to you the importance of the observance by officials of official discipline and regulations and I do not doubt that you are well aware of my motive. But let me remind you once more that Provincial Governors, while endeavouring not to commit the slightest error in executing the administrative policy conceived by the central

authorities, must not neglect a thorough and careful supervision and encouragement of their subordinates either in giving them orders or in causing them to enforce laws and regulations. It is necessary that perfect order and a strict system should be maintained in the relations of superior and subordinate officials, such as those between Provincial Governors and their immediate subordinates, Prefects and District magistrates, and those between those officials and village headmen and other officials. It is also necessary that each official should be caused to discharge his duty and bear the responsibility thereanent as specified by regulations and that none should be allowed to transfer their responsibilities to others nor to speak or act in a way likely to lower the prestige of government offices in general. Police officials in Chosen have a wide sphere for their duty, having to assist in the transaction of general administrative business relating to education, encouragement of productive industry, civil engineering and so forth, in addition to their proper duty of maintaining peace and order. Accordingly from time to time you should show to Chiefs of Police Departments essential points of administrative work to be executed and let them know in what direction the co-operation of the police is required in carrying it out. In short it is necessary that all officials of whatever department and whatever rank should unite in carrying on local administration so that it may progress smoothly and promptly. Finally I must add a few words as regards the guidance of the people at large. Though it need not be emphasized that more than 12,000,000 Koreans are now subjects of our merciful Emperor, it must be said that in point of civilization they are somewhat behind Japanese, though they are not inferior to them to any perceptible degree as regards moral character and intellect. It will be very difficult to eradicate in a short time long-standing evils, but if we advance step by step in guiding them in a right way, it will not be altogether impossible to assimilate them. I note with pleasure that there are now-a-days not a few good Japanese resident in Chosen and engaged in various works, who are models to other people both in regard to their knowledge and experience. It is also

a matter for congratulation that since annexation Japanese residents in Chosen have generally changed for the better their attitude towards Koreans and treating them with brotherly feeling are inclined to assist and guide them. You should endeavour to help on this good tendency and in trying to promote friendly relations between Japanese and Koreans should urge the former to be more self-respecting and diligent than ever, while making the latter conscious that they must improve themselves both in knowledge and character, become hardworking and faithful men and so place themselves in a position becoming the subjects of a civilized country, so as to requite the great favour shown them by the Empeor. In short all distinctions now existing between Japanese and Koreans must be removed and the foundation of the State strengthened by increasing the happiness of all. In carrying on local administration you should always remember this object and in realizing the Imperial will, viz. to give peace and happiness to all, should be careful not to commit any blunder.

Instruction to Commanders of Gendarmerie Corps and Chiefs of Provincial Police Departments

(Given on July 5, 1911)

The annexation of Korea by Japan was a great and extraordinary event and it would have been strange if, on the occasion of its occurrence, popular feeling had not been very much disturbed. Fortunately, notwithstanding this, not only did no noteworthy disturbance occur, but the country as a whole now seems to have recovered its normal and peaceful condition. This is of course due to the moral influence exerted by our merciful Sovereign, but I do not doubt that it is partly owing to the assiduous and faithful service rendered by you in making known to the people at large the purport of the new régime and thereby correcting their mistaken ideas and removing their suspicions. Nevertheless there still remain in some localities remnants of insurgent bands engaged in outrageous conduct or some people harbouring wicked plots under the influence of erroneous ideas. It is very deplorable that there should be such a situation when various administrative measures have so steadily been taken up. Accordingly all charged with the duty of maintaining peace and order, no matter whether they are soldiers, gendarmes or police, should co-operate with each other and speedily suppress all dangerous elements. It is not advisable for gendarmes and police to undertake this task exclusively and endeavour to monopolize the merit of having accomplished it. It would entail much unnecessary labour and prolong the work of pacification. It is necessary that they should always maintain connection with the military and act in concert so as to pacify the entire country as soon as possible.

As gendarmes serving in Chosen are entrusted with the duties of police officers in addition to their proper functions, the work they have to execute is wide and manifold in nature. But though they have to work for the maintenance of peace and order, they must not be allowed to neglect their proper function as military police. Since last year there has been something desirable missing in the conduct

of matters concerning military police and reports by gendarmes concerning the troops stationed in Chosen have not been full enough. I admit that under the conditions prevailing during the period there are more or less extenuating circumstances in regard to these shortcomings. Still, I urge them to discharge their duty in future in such a way that no criticism is admissible.

As police officers, gendarmes come under the direct control of the Police Superintendent and have to act in obedience to his orders. But in executing their duty they bear a great responsibility concerning both civil and judicial administration. Especially are they charged with the work of assisting in the despatch of local administrative business relating to education, encouragement of productive industry, civil engineering, encouragement of thrift and industry and so forth. In aiding in the transaction of such business they should receive instructions from the Provincial Governors and take proper steps in accordance with his views and plans. As to the execution of their duty as judicial police, it has in view the object of searching for and arrest of law-breakers and naturally instances occur very frequently, as compared with the transaction of administrative police business, in which they must resort to compulsory measures. For this reason they should be most careful in their action and should always be well posted in laws and regulations. Otherwise there is danger that they will infringe on personal rights in the execution of their duty. As along with the enforcement of the new administration many new laws have been promulgated and there are many instances in which new and old laws are interrelated they should carefully study such relations and by maintaining close connection with public procurators, should aim at committing no blunders in the execution of their duty. Satisfactory results may be attained by various organs of the State only when these co-operate with each other and proceed along the same direction. You should bear this in mind and, instructing and supervising your subordinates with this idea, should make them arrive at a complete understanding with other officials and maintain smooth relations with them. You should never allow them to become the cause of stagnation in

business by reason of their conflict in sentiment with other officials.

The observance of official discipline and regularity of conduct is what I have frequently urged on all officials. Its importance is all the greater in the case of gendarmes and police officers coming in direct contact with the people. It goes without saying that should they be guilty of making light of discipline or abuse their official power or speak or act in an undignified manner, they will at once injure their prestige as officials and lose the confidence of the people. For this reason, you should urge your subordinates to behave themselves in a dignified and upright manner and to maintain the dignity becoming to protectors of the people. Especially is their responsibility great since in places other than the seats of provincial, prefectural and district offices gendarmes and police officers are the only officials charged with the protection and guidance of the people. You should be careful in the selection and supervision of those appointed to such places.

Japanese settling in various parts of Chosen and engaged in sound business will contribute to the development of productive industry in general and in addition will prove useful in awakening and leading Koreans in various ways. You should give due protection to such people and assist them in their development. Especially should you do so to those engaged in agriculture in remote places lacking in the comforts and conveniences of life.

It is a matter for rejoicing that the attitude of Japanese towards Koreans has been gradually improving since annexation and Japanese of good character, fit to be leaders of other people, are settling down in this country in increasing numbers. But it cannot be said that there are no wicked Japanese in it who resort to various unscrupulous dealings to obtain personal gain at the expense of simple-hearted Koreans. It goes without saying that strict control must be exercised over such crafty people so as to eliminate the cause of loss and suffering to good people. Also, though Koreans are gradually appreciating the real object of the new régime, it is most likely that there still remain many who, passing their days in idleness as in former times, are driven to poverty, and

many others who are suffering from the hardship of life brought about by the economic changes appearing in the country. It is feared that such people will commit crime. The Extraordinary Imperial Monetary Grants, amounting to more than 17,300,000 *yen*, will be permanently retained for the benefit of the people at large and there is no doubt that benefitted by the Imperial favour as well as by various industrial works started they will gradually be enabled to improve the condition of their living. As the development of a state is synonymous with the progress of its people, in order to reap the real result of leading and uplifting the Korean people, it is necessary not only to punish and suppress all wickedness, but to lead the people out of their state of ignorance and dispel their misunderstanding. They must also be persuaded that by raising themselves in society and becoming industrious and loyal citizens of the Empire by dint of hard work they will best respond to the boundless favour shown them by the Emperor. In short they must be urged to apply themselves to hard work and energetic action. But merely to try to introduce any radical change is not the way to secure permanent good. There is much in the old manners and customs of the Korean people that requires remedy, but there also exist many good usages which should be retained. Should attempts be made to destroy them at one fell swoop, simply because they are different from usages in Japan, it would give rise to popular misunderstanding and cause much obstruction to administrative working. Accordingly, with the exception of those customs the evil of which cannot be overlooked, usages difficult of correction all at once should have applied to them measures calculated to improve them by degrees. Those usages which are suited to special local conditions and popular sentiment and are beneficial in effect should be preserved and promoted by all means. I note that recently the number of Japanese and Koreans, whose virtues and good conduct are exemplary to other people, is on the increase. The Government is prepared to reward and publicly honour these men, but you should also aim at leaving nothing undone to encourage and honour them, so that the people at large may

unconsciously be influenced by our sincerity of purpose and the good will of His Majesty towards them be made manifest and felt by them.

Instruction to Officials and Lecturers of the Keigaku In

(Given on August 1, 1911)

The object with which the Keigaku In has been established is, as shown in the regulations provided for it, to carry on the study of Confucian classics, hold religious services for Chinese sages and aid in the promotion of the moral culture of the people. It is intended by the establishment of the institution not only to promote the good custom of treating with honour aged persons of virtuous character and exemplary behaviour as well as of showing respect to men of learning, but to contribute to the maintenance of the morality of the people and the cultivation of their minds. The responsibility borne by the persons in the service of the institution is thus great and heavy.

The doctrines taught by Confucius and Mencius placed before all other virtues humanity, justice, loyalty and filial piety and laid great stress on their practice. That many men in later generations studying the doctrines did not practise them but were addicted to empty argument was simply an undesired evil result. Now to our gratitude His Majesty the Emperor has been graciously pleased to grant 250,000 *yen* of the State money as the foundation fund of this institution. All officials and lecturers in its service should not be contented with merely reading Chinese classics and holding religious services for Chinese sages, but should endeavour to aid in the promotion of the moral culture of the people at large by making themselves models of good behaviour to their neighbours as well as by remedying their bad customs and promoting their good usages.

Instruction to Members of the Privy Council

(Given on January 11, 1912)

It is entirely due to the influence of the august virtues of His Majesty and I am very happy that at this felicitous season of the year I meet you here again amidst profound peace and partake with you the joy and happiness of the season.

The policy of the Government-General has steadily progressed according to the pre-arranged programme and though some hitches inevitable in a transitory period have occurred, the plans I was constantly most concerned over for increasing the welfare and benefit of the people at large have been gradually attaining good results, especially good showing being observable in the financial and economical development of the country. I also note with pleasure that among the upper classes who formerly passed their days in laziness, there have appeared not a few who show good examples to others in active and painstaking work and that a tendency has begun to appear among the masses to emerge from their long habit of indolence and assiduously engage in various branches of productive industry.

With regard to education, which is the foundation for promoting civilization, as I have already explained in my proclamation concerning it, I caused an educational system most suitable to the present conditions of Chosen to be adopted. Not only was improvement introduced into various schools already in existence, but Public Common Schools, which throughout the country totalled only 100 prior to annexation, were increased in number by as many as 134, established either with the proceeds from the educational fund granted by the Emperor or by special subsidies given. It is intended that 111 new schools shall be established during next fiscal year. Especially is it a source of pleasure that schools in which practical industry, agriculture, dendrology and commerce are taught, and elementary industrial schools affiliated to Common Schools now number more than 30. There is of course room for improvement and increase in these schools, but, considering the present conditions

of the country, it is highly satisfactory that such a stage of progress has been attained. The interest received on the Imperial Donation Fund from the time it was first granted already amounts to more than 1,270,000 *yen*. Using the greater part of the money as foundation funds, many stations for teaching sericulture, weaving, fishing, filature and so forth as well as many stations for giving work, seedling nurseries and mulberry orchards have been established, at which a large number of *yangpan* and literati as well as of their young relatives have been given instruction in some of the industrial works mentioned. It is quite plain that these institutions as well as the schools have contributed very much towards promoting productive industry in Chosen, as may be inferred from the fact that in recent days the economic power of the Korean people has remarkably increased. There is no room left for doubt that when this favourable state of things has continued for some years great results will be seen both in the opening up of various sources of wealth and in the progress of civilization.

In laying before you these facts showing that various administrative plans have been and are making normal progress without encountering any serious obstacles, I thank you all for the assistance you have either directly or indirectly given me in carrying them out and hope that you will strive harder hereafter to contribute to the progress of the State.

Instruction to Provincial Governors and Director of Model Agricultural Station with regard to the Encouragement of Cotton Cultivation

(Given on March 11, 1912)

Though the climate and soil of Chosen are suited to the cultivation of cotton almost throughout the peninsula, the native species of it is not good in quality. Accordingly with the object of improving it, the authorities concerned, in co-operation with an association organized with the same object in view, undertook some years ago the experimental cultivation in the southern part of the country of the upland species of cotton, which is excellent as material for spinning thread. As the result of the earnest efforts put forth to attain the object mentioned, it has been demonstrated that the upland species is far superior to the native species in quality as well as in the quantity of its crop and the percentage of thread yielded. Accordingly, while continuing the experimental cultivation of this species of cotton, measures were vigorously taken to encourage its cultivation by farmers with such satisfactory results that in the course of several years the growth of it became very wide spread. Thus whereas in 1906 the cultivators of upland cotton numbered only about 300 and the total area of land devoted to its cultivation was 45 *cho*, in 1911 the cultivators numbered more than 40,000 and the lands planted with it aggregated about 2,700 *cho* in area. It is reasonable to expect that the cultivation of upland cotton will further spread, provided good seeds are liberally provided and proper guidance is given to farmers.

Now the spinning industry has made great advance in Japan in recent years, leading all other branches of industry. But practically all the cotton used is imported from abroad, as much as 150 million *yen* in value being annually imported. Accordingly if cotton is abundantly produced in Chosen, it will supply to a great extent the demand for it in the mother country and at the same time enrich Korean farmers undertaking its cultivation. There is no doubt

that this will very favourably affect the State economy. In consideration of this, it has been decided that the number of plantations set apart for seeds, which have hitherto been attached to the Mokpo Branch of the Model Agricultural Station shall be increased in number and at the same time, with the object of increasing facilities for encouraging the industry, these shall be transferred to the control of the authorities of the Provinces in which they exist. As to the Mokpo Branch of the Model Agricultural Station, it shall be charged with conducting experiments and investigations concerning cotton cultivation as well as with the work of acclimatizing newly imported seeds. Further it has been decided that in order to protect interests of cotton cultivators the export duty on cotton shall be abolished. All these measures are intended to assist the spread of the cultivation of upland cotton. So both the authorities and private persons acting in concert should by carrying out the following plans endeavour to encourage cotton cultivation and especially to spread the cultivation of upland cotton :—

I. ENCOURAGEMENT OF THE CULTIVATION OF UPLAND COTTON. As a matter of course, popular lectures should be given and short term classes be held or competitive exhibitions should be opened with regard to cotton cultivation. Besides these measures, seeds should be given free to those intending to cultivate upland cotton before other people or those showing themselves particularly zealous in its cultivation should be publicly honoured, or farmers cultivating it in places inconvenient for disposing of their crop should be pecuniarily assisted in transporting it to the nearest market or farmers should be taught the advantage of using fertilizers by the free distribution of such among them. In short every measure considered suitable should be taken for encouraging the industry.

II. PRESERVATION OF SEEDS OF UPLAND COTTON. Seeds of upland cotton acclimatized to Chosen may be easily gathered in considerable quantities along with the increase of the area of lands devoted to its cultivation. So farmers should be instructed to preserve seeds for their future use.

III. GUIDANCE CONCERNING THE CULTIVATION OF UPLAND COTTON.

Not to mention those charged with the duty of guiding and teaching farmers in the cultivation of upland cotton, officials serving in Provincial, District and Myon Offices should be instructed to explain fully and in a kindly manner the method of its cultivation as well as its advantage to farmers, so that they may remove any doubt entertained by them.

IV. EXTENSION OF AREA OF LANDS PLANTED WITH UPLAND COTTON.

In South Chonla Province, which has hitherto been the centre of the industry, and in North Chonla, South and North Kyongsang Provinces and South and North Choongchong Provinces which contain many places suitable for the cultivation of upland cotton, the industry should be speedily spread. But until the supply of seeds of upland cotton becomes abundant enough, the cultivation of the native species of cotton should be encouraged and the area of land devoted to it enlarged, so as to prepare for the cultivation of upland cotton in future.

V. IMPROVEMENT IN METHOD OF CULTIVATION OF NATIVE COTTON.

Though the native species of cotton is inferior to upland cotton as regards the quantity of its crop and the percentage of yield in thread, it is demanded in no small quantity for padding purposes. Accordingly in places unsuitable for the cultivation of upland cotton, improvement in the method of cultivation of the native species should be encouraged.



**Instruction to Provincial Governors and Director of
Model Agricultural Station with regard to the
Encouragement of Stock-Farming**

(Given on March 31, 1912)

Cattle being an indispensable factor to the agricultural industry in Chosen and not only having a very important relation to the prosperity of the industry, but constituting a leading item in the export trade of the country, their improvement and multiplication should not be overlooked.

Korean farmers take very good care of their cattle and there being certain natural causes in Chosen making it easy to rear them, stock-farming, as compared with other branches of productive industry, has been in a better condition. Still there are several defects which must be remedied when improving and promoting the industry. For instance, little attention was paid in the selection of bulls for serving cows, the protection of grass or the preservation of fodder, and no measure was taken for the prevention of cattle epidemics. All these helped to check the increase of cattle and bring about deterioration in their physical qualities. In addition to these causes, in recent years many fine specimens of Korean cattle have been exported to Japan and abroad and their export is expected to increase in volume in future. In consequence, unless measures are now taken to improve their breed and multiply them, Korean cattle will gradually deteriorate in quality and decrease in number, bringing about very unfavourable results on the agricultural economy at home and the foreign trade of the country. In consideration of this, with the purpose of improving the breed and increasing the number I caused some time ago fine specimens of bulls to be distributed among various localities for the serving of cows, subsidies to be given for the protection and purchase of such bulls, and the injection of serum against epidemics to be effected from this year on cattle in the northern part of North Hamkyong Province, through which infectious diseases frequently invade Chosen. Efforts should be put forth to attain the object mentioned by guiding

farmers in a kindly and thorough manner acting on the following suggestions :—

- I. **SELECTION OF STOCK BULLS.** Except in the case of milch cows, in aiming at the improvement of cattle fine bulls of native breed produced in the northern part of the country should be selected for service.
- II. **DISTRIBUTION OF STOCK BULLS AND MODE OF EMPLOYMENT.** In order to improve the breed of cattle, fine stock bulls must be kept. Accordingly such bulls should either be kept at the expense of Provinces or be lent to trustworthy farmers and under proper management be sent round to serve cows in the neighbourhood.
- III. **PROTECTION OF STOCK BULLS.** Hitherto it has not been the custom to keep bulls of fine constitution exclusively for service. This is one of the causes which have led to the physical deterioration of Korean cattle. Accordingly so long as the distribution of stock bulls is not thorough, fine specimens of bulls should be selected in each locality and by giving monetary aid to their owners or taking other suitable measures should be retained for a certain period in the locality for use in serving cows. In this way farmers should gradually be accustomed to make much of stock bulls.
- IV. **LENDING COWS.** In order to multiply cattle, the number of farmers keeping cows must be increased. Accordingly cows should be lent to farmers not possessing cattle so that they may use them for breeding purposes.
- V. **ENCOURAGEMENT OF THE CUSTOM OF ENTRUSTING CATTLE.** Small farmers not possessing capital enough to buy cattle, usually hire them paying high rates in time of need. This has given rise to a custom among well-to-do people of giving the charge of their cattle to small farmers in return for certain compensation. This custom is prevalent throughout the country. If it is judiciously encouraged and fostered, it will lead to an increase of cattle. So people lending out their cattle should be helped by enabling them to borrow capital for the purchase of more cattle at the lowest rate of interest possible from local monetary organs.

VI. SUPPLY OF FODDER. The principal food of cattle is grass. In Chosen, as the result of long years of neglect in taking care of grass lands, the herb does not grow well in many places. People, therefore, should be taught to pay very great care for the conservation of grass. At the same time experiments should be carried out in the cultivation of grasses and those suited to the soil and climate of Chosen should be spread. People should also be instructed to make hay and preserve it for use during the cold season.

VII. ENCOURAGEMENT OF CASTRATION. Castration has the advantage of making the bulls operated upon mild in temper, grow more quickly, fatten more easily and furnish better meat, in addition to the advantage of preventing inferior bulls from serving cows. So farmers should first be made aware of the advantage arising from the operation and then experts should be despatched to castrate those bulls unfit for service.

VIII. CONTROL OF SLAUGHTER OF COWS IN CALF. The slaughter of cows in calf for the purpose of obtaining flesh is an impediment to the multiplication of the breed and is economically unprofitable. Keepers of such cows should, therefore, be induced to postpone the slaughter of them, and also steps should be taken to discourage the slaughter of cows as much as possible.

IX. PREVENTION OF CATTLE EPIDEMICS. Cattle epidemics greatly impede the multiplication of cattle. Especially great is the loss caused by the prevalence of rinderpest. So the strictest and most thorough measures should be taken for suppressing and preventing it. Anthrax also breaks out from time to time in many places and the death-rate from this disease is nearly as high as that from rinderpest. Accordingly when this disease occurs, disinfection should be thoroughly carried out in the place of its appearance. In places where it frequently appears the injection of serum against it should be effected on cattle as a preventive measure. Against other cattle epidemics preventive measures should also be rigorously taken.

Instruction to Provincial Governors and Director of Model Agricultural Station with regard to the Encouragement of Sericulture

(Given on March 12, 1912)

The sericultural industry is still in a primitive stage in Chosen and the amount of its product is very small. The soil of the country, however, is suited to the cultivation of mulberry-trees, while the dry weather prevailing for the greater part of the year is very favourable for the rearing of silkworms. Consequently if proper measures are taken for improving the industry, it will become the leading side-work of many people, giving to those engaged in it great profit and contributing largely to the economic advancement of the general public. In consideration of this I have paid much attention to the encouragement of the instruction of Koreans in sericultural arts and methods. I caused sericultural training stations to be established in many places, so that people might be given useful knowledge concerning the industry and taught in advanced methods of cultivating mulberry-trees, rearing silkworms and reeling thread from silkworm cocoons. Because of these measures taken and in particular thanks to the Imperial Donation Fund, which made it possible to encourage the taking up of sericulture by many unemployed people as a profession, some good results have already been obtained. Still there are not a few people who rear the inferior native breed of silkworms or follow the old method of rearing them, with the result that the quantity of the crop they obtain falls short of their expectations and their product is inferior in quality. This is a matter to which the most serious attention should be directed. So it is the intention of the Government-General to take up from next fiscal year the business of preparing silkworm egg cards and to distribute among the provinces eggs of silkworms acclimatized to Chosen, with the object of gradually ousting inferior breeds of silkworms as well as of unifying sericultural products. I propose to show the right way to be followed by those engaged in the industry by giving below the chief items to be noted in improv-

ing and encouraging it. You are instructed to leave nothing undone in making known and realizing the purport of these :--

I. **SPREAD OF BETTER BREEDS OF SILK-WORMS.** The most important matter to be undertaken in improving and developing the sericultural industry is the spread of better breeds of silk-worms. The native breeds of silk-worms are inferior and of varied species resulting in great diversity in cocoons, while most of those imported from the mother country are physically weak and are unsuited for rearing by Koreans who still lack skill in the art. Accordingly all experts serving in the provincial offices charged with the duty relating to sericulture as well as all provincial organs for spreading sericulture, such as seedling nurseries and sericultural training stations, should be instructed to endeavour to make the breeds of silk-worms to be reared in Chosen uniform in quality. In case egg-cards are to be imported from Japan, they should also be instructed to make thorough investigation as to their origin and in case of the spring breed to select only the Matamukashi, Koishimaru or Aojuku varieties, in case of the summer breed only the Shinya variety and in case of the autumn breed only the Hakuryo variety. When egg-cards prepared by the Government-General are distributed, these should be made use of as stock and the eggs obtained from them widely distributed among people undertaking the industry. In this way uniformity in cocoons should be aimed at.

II. **ESTABLISHMENT OF COMMON STATIONS FOR REARING SILK-WORMS.** Stations for rearing silk-worms jointly by a number of people engaged in the industry are not only advantageous in giving them new knowledge and making them skillful in the art, but will help in removing defects likely to be found in the course of rearing silk-worms and will also make the cocoons uniform in quality as well as in variety. In addition, there is the advantage of acquainting them with the wisdom of co-operation. In view of the present condition of things in Chosen, therefore, such institutions are very useful. So the Government-General proposes to increase subsidies to these institutions from the present

fiscal year in order to encourage their establishment. These institutions should be established in places where sericulture has already been in vogue or in those likely to become sericultural centres in the future and persons well versed in the art of sericulture should be appointed as teachers. Besides, provincial sericultural experts or local sericultural organs should be instructed to guide and superintend such institutions in a kindly manner, so that good results may be fully attained.

III. ENCOURAGEMENT OF SERICULTURE AMONG WOMEN. Sericulture is the industry best suited to women on account of their carefulness and circumspection. It is in consideration of this fact that the Government-General invites female pupils from all the provinces to the Women's Sericultural School. The authorities hope in this way to induce a large number of unemployed Korean women to engage in this industry. By making good use of graduates of the school, Korean women at large should be encouraged to undertake it.

IV. ASSISTING IN THE SALE OF COCOONS. It is important in helping the development of the sericultural industry to facilitate the sale of cocoons and the maintenance of their price at a fair rate equal to their quality. It seems, however, that people producing fine cocoons made by Japanese silk-worms, unable to find purchasers, have frequently been obliged to sell them at the same price as inferior cocoons obtained from the native species. If such continues, however widely eggs of better varieties of silk-worms may be distributed for improving the quality of cocoons, the measure will be productive of no good result and the industry will not be developed. Accordingly with regard to the sale of cocoons, better attention should be paid to utilizing agricultural and sericultural organizations or organs in order to facilitate it and all those concerned in the teaching and encouragement of the industry should be instructed to assist in it, so that those engaged in the industry may easily find means of disposing of their product.

Instruction to Provincial Governors and Director of Model Agricultural Station with regard to the Encouragement of Rice Cultivation

(Given on March 12, 1912)

The cultivation of rice comes first in the agricultural industry of Chosen. It is produced in such large quantities that besides supplying the demand at home it is exported to the mother country and abroad in no inconsiderable quantity. But in cultivating it the Korean farmers have hitherto chiefly relied on nature's bounty and have neglected means and devices conceived by man. In consequence Korean rice has deteriorated in quality and is not plentiful enough in yield. Some time ago recognizing the urgent need of improving the agricultural industry in this country I caused measures necessary for doing so, such as afforestation and irrigation, to be taken and at the same time showed the lines to be followed for improving and encouraging the cultivation of rice. Among other instructions, I pointed out the indispensable measures to be taken for improving the industry such as the free distribution of seeds of better varieties and the training of Korean farmers in the method of drying and preparing rice as well as in that of fertilizing the soil. It seems, however, that these instructions have not as yet been fully conveyed to the farmers. As rice is an indispensable staple food stuff and an important article for export, the improvement of its cultivation must be effected more speedily than that of any other grain. It is with the object of effecting it that the Government-General proposes to abolish the export duty on rice. You should exert yourselves to guide Korean farmers to achieve good results by acting on the following suggestions :—

- I. SPREAD OF SEEDS OF BETTER VARIETIES OF RICE. In improving the cultivation of rice the easiest measure available and one giving sure results quickly is the selection of better varieties of the cereal. The experiments carried out by the Model Agricultural Station and seed and seedling nurseries show that the varieties of rice best adapted to Chosen cannot be fixed, but differ according to

locality. But it has been ascertained that generally speaking as regards rice cultivated in paddy fields the Hinode variety is suitable to northern, the Wase Shinriki to middle and the Kokuryoto to southern districts, while with regard to upland rice the Oiran variety is the best. The results of the cultivation of these varieties of rice are conspicuously satisfactory when compared with those obtained from that of the native varieties. Accordingly seeds of these varieties of rice should be spread among farmers to replace those of inferior native varieties.

II. IMPROVEMENT OF METHODS OF DRYING AND PREPARING RICE.

Methods hitherto followed by Korean farmers in preparing rice are instrumental in injuring its quality and small particles of earth and stone and other foreign matter become mixed with it. Also the cereal not being sufficiently dried, is of less value when exported. For instance, rice obtained from the Wase Shinkiri variety and prepared and dried in a perfect manner was quoted at Kunsan two *yen* per *koku* higher than rice obtained from the native varieties and prepared in the old way. Accordingly Korean farmers should be instructed to use mats and hackles in husking and preparing rice. In harvesting they should also be induced to give rice a thorough drying and in drying unhulled rice to use mats. In these ways they should gradually be led to improve the methods of preparation and drying. This should be carried out more speedily in districts producing rice for export than in other places.

III. SUPPLY OF WATER TO PADDY FIELDS.

The proper irrigation of paddy fields is of course of vital importance in the cultivation of rice. In spite of this, in Chosen paddy fields having a full supply of water form only 7 per cent. of all such fields. This is in striking contrast to the case in Japan, where paddy fields enjoying the advantage cover more than 80 per cent. of the entire area of the paddy fields. Such being the condition of paddy fields in Chosen, however bountiful nature may be, there is little hope that the fields will be fully exploited. Accordingly the repair of irrigation ponds in ruined condition must be earnestly

undertaken. Subsidies have been given to this work from the State Treasury with the purpose of encouraging it and from next fiscal year the amount of those subsidies will be further increased. In undertaking this work, that part of it requiring labour should be attended to by requisitioning labour from land-owners and tenant farmers interested and the work completed as soon as possible so that they may be enabled to enjoy the benefit of irrigation and carry out the cultivation of rice with a considerable degree of safety.

IV. ENCOURAGEMENT OF USE OF FERTILIZERS. The cultivation of superior varieties of rice means an abundant crop, but at the same time it requires a free use of fertilizers. So the quantity of fertilizers to be given to paddy fields in Chosen must be increased. Korean farmers, however, do not place much value on fertilizers. So they must first be enlightened on the subject and then induced to fertilize their paddy fields as much as possible with such manures as they can manufacture themselves. Also by utilizing farmers' unions or local monetary organs or by persuading great land-owners the purchase and use of good fertilizers should be brought about. In these ways efforts should be put forth to achieve to the full the good results of the cultivation of superior varieties of rice.

Instruction to Judicial Officials

(Given on March 22, 1912)

Having recognized the necessity of adjusting and unifying substantial laws as well as judicial procedure in regard to civil and penal cases in Chosen, I have caused ordinances concerning civil and penal cases and registration and testification of immovable property as well as regulations concerning the enforcement of these ordinances to be promulgated. These new ordinances were promulgated with the idea that as a general principle civil and penal cases, judicial procedure concerning them and other legal transactions should be dealt with in accordance with the laws relating to such obtaining in the mother country, but in view of the present condition of things in Chosen those cases that cannot be dealt with according to these laws or those found inconvenient to be so dealt with should be made exceptions and treated according to usage.

Inasmuch as the substantial laws and regulations concerning civil cases obtaining in Japan have been applied to Japanese since the days of jurisdiction by the Consular Court, in the new ordinances facts actually existing have been defined in the outline and the limit of the application of these laws and regulations shown. As to cases concerning Koreans, there were not many substantial laws and regulations for them, there existing only ordinances concerning companies and bills, regulations restricting the rates of interest and a few other regulations, and their cases were mostly dealt with according to usage. So in the new ordinance, with the exception of cases relating to public order, it was arranged that all cases between Koreans should be transacted according to usage. It was also arranged that the provisions in the Civil Code concerning legal capacity, relationship and succession should not be applied to Koreans and that with regard to the description and efficiency of rights *in rem* concerning immovable property, excepting rights *in rem* defined in the Civil Code, usage should be relied upon in deciding suits.

As to penal cases, formerly laws obtaining in Japan were applied to Japanese, while Koreans were dealt with according to the

provisions of the Korean Penal Code enacted by the former Korean Government. Thus Japanese and Koreans were dealt with by different laws, and besides, punishments provided in the Korean Penal Code were generally too severe. So in the new ordinance it was arranged that the Penal Code obtaining in the mother country should be applied alike to Japanese and Koreans. In the case of the latter, however, exceptions were made concerning homicide and armed robbery, it having been arranged that these crimes should be dealt with for the time being according to the provisions thereanent contained in the Korean Penal Code. This arrangement was adopted because of the frequent occurrence and extremely cruel character of these crimes in Chosen. It is considered that should the Japanese Penal Code be applied to Koreans committing these crimes it would prove disadvantageous to the maintenance of peace and order. Also flogging being a form of punishment long existent in Chosen and being more effective as a measure of punishment for trifling offences than short imprisonment or small fines, besides being easy of execution, it was decided that it should be retained.

As to judicial procedure, no matter whether the parties concerned are Japanese or Koreans, they are required in principle to follow the procedure provided for civil or penal cases, but in order to suit the present special condition of Koreans exceptions were made with the view of simplifying it in their favour.

As to the guarantee of rights concerning immovable property the various laws and ordinances concerning the registration and testification of lands and buildings hitherto in force whether applying to Japanese exclusively or to Japanese and Koreans without discrimination were replaced with new ordinances concerning the testification and registration of immovable property. By these laws the guarantee of rights concerning immovable property was made securer than before.

The Ordinance concerning Civil Cases, Ordinance concerning Penal Cases and various other laws and regulations just promulgated are applicable to Japanese, Koreans and foreigners without discrimination. Foreigners having become in consequence of the

annexation subject to the same treatment as Japanese by virtue of the revision mentioned, they will receive together with Japanese more benefit than hitherto, while Koreans receiving in general the same treatment as Japanese and having been advanced in position, will experience no inconvenience, as their usages have been duly recognized and exceptions provided in the laws to suit their conditions.

In short the present revision was effected with the purpose of removing complications and simplifying all law matters and adjusting and unifying them, as formerly two different systems existed, one for Japanese and foreigners and the other for Koreans. It goes without saying, however, that the satisfactory enforcement of the new laws depends on the efficient discharge of duty by the authorities concerned. However complete an organization may be, it will not show the result desired unless it is properly worked. So it is necessary that in applying the new laws to various cases careful attention should be given and correct and prompt action be taken. I hope that the authorities concerned will appreciate this idea and will leave nothing undone requisite for attaining the object of the present reform in the judicial administration of this country.

Instruction to Directors of Customs Houses

(Given on March 30, 1912)

Having recognized the necessity of adjusting and unifying the customs administration in Chosen, I caused ordinances concerning customs duties, tonnage dues, bonded warehouses and customs tariff as well as laws and regulations thereanent to be promulgated. The customs system in Chosen was framed on the basis of treaties concluded between the former Korean Government and foreign nations and precedents were chiefly followed in dealing with business concerning the customs. In consequence there was no uniformity in its administration and much inconvenience was felt in its working. It is with the purpose of removing these shortcomings as well as of securing justice in levying customs duties and simplifying the transaction of customs business that the new ordinances were promulgated. It is hoped that the measure taken will promote trade facilities and assist in the development of productive industry. The new ordinances are framed in general on the basis of the customs system obtaining in Japan, but contain many exceptions in view of the special circumstances existing in Chosen as well as of the declaration made by the Imperial Government on the occasion of annexation. Also in the new ordinances a way was opened for protesting and appealing against undue imposition of duties and the power of the authorities concerned was defined with regard to the investigation of and dealing with violations of the customs laws. These arrangements have as their object the protection of the interests of traders in general and the correct transaction of business.

With regard to the tariff rates, according to the policy previously decided no change was introduced in rates of import duties. The rates, however, were adjusted and arranged under a more uniform classification. Rates had formerly to be determined by comparing the different tariff rates provided in the several treaties and adopting the lowest. Naturally this entailed great complication and difficulty in determining the correct standard, frequently

giving rise to disputes concerning the levying of duties. In addition to this, there was fear that traders in general would not be able to obtain exact estimates in their business dealings. Accordingly a table giving tariff rates for each class of articles was prepared in order to remove all these shortcomings. As to export duties these were entirely abolished except those on barley, soya beans and six other articles. That such a measure was adopted is a striking proof of the progress in the customs administration. There is no doubt that it will give impetus to the export trade and encourage the development of general productive industry.

What must be specially looked after with regard to the working of the revised system is that measures should be taken to acquaint the people at large with the new ordinances. The way opened for protesting and appealing against undue levying of customs duties must be shown and should there be persons entertaining doubts as to the rates of duties to be paid by them or other matters, full explanation must be given them. As to dealing with offenders against the customs laws, their punishment must be adequate but not too severe and prudent steps must be taken with regard to its infliction. The authorities concerned should be very careful not to commit blunders in enforcing the new ordinances.

Instruction concerning the Enforcement of New Organic Regulations

(Given on April 1, 1912)

To-day I received an Imperial message with regard to the new organic regulations of the Government-General of Chosen. Accordingly I have called you together in order to give you instruction thereanent.

I believe that it is due to your earnest efforts that the administration of Chosen since annexation has been brought into good working order and the older features of the country renovated. But pondering deeply over His Majesty's solicitude for the people of Chosen and having heard about the conditions in the interior from the Provincial Directors of Internal and Financial Affairs, whom I convened to a meeting some days ago, I am filled with fear and anxiety, for I find that there still remains a great deal to be undertaken and accomplished in order to satisfy the Imperial will. Great work awaits us in carrying out our intention of enabling every Korean to obtain a means of livelihood and to live in peace. All those concerned in the administration of Chosen must exert themselves more earnestly than before so that the aim of the Government may speedily be realized.

Along with the revision of the organic regulations of the Government-General some of its bureaus and sections were either amalgamated or abolished. In transferring the business of the bureaus and sections thus treated to those offices succeeding them thorough care should be taken so that no error be committed. Particularly with regard to the Judicial Department were ordinances concerning civil and penal cases promulgated. In order that the purport of these ordinances may be thoroughly understood by the Koreans and their aim attained efforts on the part of the Director of each Department must be put forth.

Since the year before last, I have repeatedly given instruction concerning the public service regulations for officials. I believe that the observance of these is very attentively executed in all the

Governmental Departments. But to my regret some officials have been guilty of misbehaviour and made the object of adverse criticisms. Officials should not only behave themselves correctly and discharge their duties faithfully, remembering the purport of the service regulations, but should always be kind towards the people in general and hold themselves as models for the rest of society. The Director of each Department should pay attention to the control of his subordinates and should not neglect to guide and warn them.

In order to let the Korean people enjoy the benevolent reign of His Majesty, the Government-General since annexation has launched various plans for their benefit and has assiduously engaged in the task of guiding and enlightening them. That some good results have been attained is due to the co-operation rendered by you. Still it is a matter of great regret that quite recently more than 100 Koreans were arrested on the charge of a grave crime, for the fact shows that the policy of the Government is not as yet fully understood by all. You should devote yourselves heart and soul to the guidance and enlightenment of the people at large and so respond to the gracious will of His Majesty.

Instruction to Provincial Governors

(Given on April 26, 1913)

Having convened this meeting, not only have I been able to learn from you the conditions in the interior and your wishes and views, but I have found to my satisfaction that my plans for the local administration are generally progressing favourably in conformity with the policy I explained to you and I am also glad to hear that the conditions of the people at large are steadily improving.

In undertaking the administration of a new dominion, it goes without saying that if abundant fund and a sufficient force of officials be available the task will be easily and speedily accomplished. It is impossible for anybody, however, to be favoured with such good fortune in any time or in any country. It seems to me that the full exercise of ability is needed and the pleasure of success comes because a great task has to be accomplished with a limited fund and a small force of men at command. Our country, having gone through two great wars successively, has suddenly risen in prestige, but at the same time has had to shoulder great financial burdens in consequence. In view of this, the central government has considered the present as high time for financial retrenchment to be carried out and decided to accomplish adjustment in the general administration and finance of the State. In consequence the Government-General of Chosen has also decided to carry out a retrenchment in its expenditure and the postponement of some works planned. As to the particulars, these are mentioned in the budget for the present fiscal year. The expansion or retrenchment of the State finance is a matter naturally to be met with in the progress of a nation and so the present financial retrenchment in our country need not be viewed with pessimism. It is important that correct steps agreeable to the retrenchment be taken and no mistake be committed. In order to meet the reduction in the subsidy to the Government-General granted by the home government, I have planned for economy to be effected in its ordinary

expenditure, but have refrained from curtailing estimates for general public works. I adopted this plan with the purpose of placing no obstruction in the way of the progress of various works necessary for developing Chosen. It is really painful to carry out a curtailment in the general administrative expenditure when public business increases in volume day after day, but in view of the general financial situation of our country this is unavoidable. I hope you will appreciate it and will take proper measures for meeting the retrenchment in expenditure, so that no hitch may be experienced in the progress of the public works already decided on and launched.

Various administrative organs, central or provincial, have now been generally adjusted, but there still remain some for which the adjustment work has yet to be undertaken. This is especially the case with Japanese municipalities and foreign settlements. In undertaking the adjustment of these bodies, the former required careful investigation and the latter negotiations with the foreign governments interested. Accordingly their adjustment was delayed. Now, however, necessary investigation having been completed with regard to Japanese municipalities, their adjustment will be carried out at some opportune time and then necessary instruction thereanent will be given. With regard to the adjustment of foreign settlements, as the result of communications made last year by the Imperial Government to the foreign Governments concerned it was arranged that preliminary negotiations on the subject should be held in Seoul between the authorities concerned of the Government-General and the Consuls of those foreign Governments. Since February this year such negotiations have been held several times and have resulted in a satisfactory agreement being arrived at. By this agreement, which was signed on the 21st instant, it was decided that the foreign settlements at Chemulpo, Chinnampo, Kunsan, Mokpo, Masanpo and Songjin should be abolished, that all the administrative affairs and properties of these settlements should be transferred to the Japanese authorities concerned, that the rights of perpetual lease of lands possessed by foreigners in these settlements should be recognized by special laws thereanent, but

that such rights could be changed into the right of ownership at the option of the holders, and that in the levying of taxes foreign residents should be placed on the same footing as Japanese. As to the date on which this agreement is to be enforced, it is not as yet fixed, but it is considered advisable to do so simultaneously with the abolition of Japanese municipalities. It is hoped that by taking preparatory steps from now onward the measure may be enforced from next fiscal year.

When Japanese municipalities and foreign settlements are abolished and the Fu system of administration is enforced, the unification of the local administration will have been completed. Under the new system, with the exception of affairs relating to education, Japanese and Koreans will be placed on equal footing, so that there is no doubt that it will greatly help in promoting the assimilation of the two peoples. And as, along with the enforcement of the Fu administrative system, the necessity of adjusting the administrative divisions of districts and *myon* as well as of introducing improvement in the transaction of public business will be more keenly felt than before, measures will shortly be taken for so doing. Especially in view of the important position occupied by *myon* in the local administrative system and in consideration of the administrative progress and the advance of the popular condition, it is proposed to revise the *myon* system and provide suitable regulations for *myon* in the near future. But the completion of a system does not mean the realization of its object. It goes without saying that in order to achieve satisfactory results from it capable men must be appointed for the working of it. Hence it follows that in the selection of men for any office great importance must be placed upon their character, personal dignity, knowledge and special ability. Selection must be made in a fair and impartial way and too much stress must not be laid on their *alma mater*, personal records and so forth. Above all it is inexcusable to show favour in consideration of private relationship. It is important that capable men should be appointed to fitting positions and that the idea of serving the public purpose with a single spirit should be fostered in

their minds. In such ways, along with the completion of various administrative organs, the attainment of satisfactory results should be striven for.

It is a matter for congratulation that attendant upon the prosperity of various enterprises the conditions of life for the people at large are steadily advancing. But there is a fear that the Korean people, who were long in the grip of poverty, finding themselves lifted up suddenly and coming to possess a little surplus money, will give themselves up to luxurious and dissolute tendencies. This is a leaning which must be checked by all means. Happily thanks to the efforts put forth for the encouragement of thrift and industry, a great increase is observable of late in the number of guilds and unions formed with the purpose of saving money or articles for future use. For example the Koreans depositing their money in the postal savings banks numbered at the end of last year more than 200,000 and the total amount of their money held in trust was more than 630,000 *yen*, showing in both increases of several hundred per cent. as compared with the returns for the preceding year. Great care, however, must be taken not to encourage thrift in a thoughtless manner without regard to the results accruing from it, for it not infrequently happens that thrift is only nominally practised or it gives rise to a suspicion on the part of the people that it is a means for the Government to practise extortion on them at some future time. It is also not unlikely that it will make people shy of enterprise. The motive of labour is often the desire to obtain a better living. So if thrift is preached thoughtlessly to people, who are not advanced enough in their ideas, it may discourage them and damp their spirit for enterprise. The saving of money is not the ultimate object. It should be encouraged among the people at large with the object in view of lifting them up from poverty and enabling them to find profitable work, rise in social position and become vigorous and respectable citizens. With regard to the questions of remedying bad manners and customs, these should also be handled in a thoughtful and prudent manner and in all matters

by showing personal examples you should lead the people in a right direction.

The encouragement of the improvement in quality of various products was what I paid the greatest attention to. I am glad that good results are gradually beginning to appear in this connection. The Government-General abolished some time ago the export duty on Korean products except on barley, soya beans and six other articles. Now the Government at home has enacted a law providing for the exemption of the import duty on Korean rice. It will be in force on and after July 1 next. All these measures have as their object the extension of the market for Korean products and helping in the development of Korean industry. Should, however, these privileges be exclusively exploited by shrewd merchants and producers at large be deprived of sharing in the benefit, these measures will come to naught. So, not only with regard to this matter, but with reference to all administrative measures, you should endeavour to enlighten the people under your jurisdiction, so that the object of the measures may be fully attained.

One way for attaining the object of civilizing this new dominion is to encourage productive industry and endeavour to develop and assimilate the Korean people. In doing so, the Government expects a good deal of assistance from Japanese businessmen engaged in their business in Chosen. So, in February last, I invited to a meeting in Seoul leading Japanese businessmen in important cities and by explaining the outline of the administrative works under way at that time emphasized to them the necessity of the co-operation of the Government with private people in promoting the public good. I also heard on the occasion their views concerning questions in Chosen. The businessmen I met are old residents in Chosen having gone through many hardships and possessing ripe experience, and are well qualified as regards their ability and power to be leaders of the Korean people. Accordingly I urged them to exert themselves to facilitate the collection and disposal of Korean products as well as in finding markets not only in Chosen and Japan but in Manchuria, North China and Siberia. I also reminded

them that in managing their business they should follow steady and safe plans and even at the cost of sacrificing their own profit in the interest of the State should try to elevate the character of Japanese businessmen at large and show good examples to Koreans. Finally I hoped that they would strive to promote good relations between Japanese and Korean businessmen. I am glad that the businessmen I met appreciated my idea and on the eve of their departure from Seoul they raised a fund by subscription to form for the public good a forest in commemoration of the meeting. I hope you will encourage these businessmen to do what I urged them to undertake and also convey to other Japanese businessmen I have not as yet seen my ideas and urge them to exert themselves more strenuously than before to keep pace with the progress of the times.

In conclusion, I wish to add a few words with regard to the discipline of officials. This is what no official should ever lose sight of because it is the most important factor in obtaining good results from administrative work as well as in guiding and teaching the people. All officials should hold upright and high ideas and behave in an irreproachable manner. In discharging their duty they should show examples to, and lead the people by personal acts. That all officials should act correctly and please His Majesty by succeeding in the administration of Chosen is what I, as Governor-General, am constantly concerned over. I earnestly hope that you will first show yourselves as examples to be followed, and properly supervise and encourage your subordinates, so that not only will they not err but will discharge their duty in a diligent and satisfactory manner.

Instruction to Judicial Officials

(Given on May 22, 1913)

In April, last year, I caused several laws concerning the judicial administration of Chosen to be promulgated. I am pleased to meet you to-day after the lapse of about one year since that time to hear from you about the condition of the judicial administration in different parts of the country. To judge from the reports given me, it seems that the ordinances concerning civil and penal cases and other laws promulgated last year are suited in the main to the present condition of Chosen. As to the suggestions you made with regard to the revision or supplementing of these laws, these shall be thoroughly studied and suitable steps taken thereanent. I have, however, to call your attention to something with regard to the revision of laws.

Laws must of course be suited to the trend of the times, but times constantly change and never remain stationary. On the other hand, the revision of laws should not be undertaken in a thoughtless way. It is impossible to revise laws constantly in conformity with the progress of the times. Moreover, if laws are frequently revised, people will scarcely have time to know them and will be in constant doubt as to what laws are in force. If such is the case, the object of legislature, namely, contribution to the well-being of the State and people, will not be attained and the reliance of the people on the Government will also not be secured. Especially in giving rule to a people not accustomed to government by laws, is it necessary to make them understand the dignity of the laws and to foster in their minds the habit of respecting them. For this reason, the revision of laws should not be undertaken in an off-hand manner. I also think that in order to keep pace with the progress of the times laws need not necessarily be revised, but that it can be done by their skillful working. It is of course idle to say that in so doing constant study and minute attention are two most needful requisites. The judicial system in Chosen makes it a general principle that the same laws as obtaining in Japan shall be applied

to all, no matter whether Japanese, Koreans or foreigners, but at the same time some exceptions are provided in it. Consequently judicial officials must pay incomparably greater attention to the working of laws than their colleagues in Japan. Should they adhere to the letter of laws too much and give decisions at variance with the actual condition of things, they will evoke a feeling in the public mind that the present laws are not suited to Chosen. If such is allowed to arise, the prestige of the judicial administration in this country will not be maintained. You should not allow your subordinates to err in the application of the laws.

One great obstacle to be met with in the transaction of judicial affairs in Chosen is that the effect and power of the laws are not common to Chosen and Japan, Formosa and Kwantung leased province. This obstacle is not confined to Chosen, but exists in the mother country and colonies where different laws are in force. After discussion of the subject by the offices interested last year, it having been found that there was no way of solution except by the enactment of a law, the Cabinet appointed a commission charged with the work of framing it. Some time has elapsed since this commission was appointed, but it seems that it has not as yet completed its work. Until the law referred to is enacted, much inconvenience may be experienced in the transaction of business, but you should endeavour to take steps adequate to meet the real condition of things without infringing on the laws.

The policy adopted by the home Government for retrenchment in administrative expenditure must of course be respected in Chosen. Last year the Government-General effected some reduction in its administrative expenditure and again this year further economy in expenditure was made in all departments of the administration, the expenditure for the judicial administration having been reduced by more than 100,000 *yen*. Under the circumstance it is unavoidable that much inconvenience will be felt in carrying on the administration. You have submitted to me your views with regard to the increase of staff and amendment in the treatment of officials. Though I sympathize with you in what you wish to see carried out,

I am unable to satisfy you on account of financial obstacles. Accordingly those in supervising positions should encourage their subordinates to be more diligent and persevering than before so as to make good the deficiency in personnel by strenuous work on the part of all. I hope that with this idea in mind you will endeavour to prevent any hitch in the transaction of judicial affairs.

In the Ordinance concerning Civil Cases, it is provided that the function of a notary defined in the Civil Code, Commercial Code and so forth obtaining in Japan shall be executed by a clerk of a law court. With regard to the preparation of notarial deeds, however, no regulations were provided. Accordingly in March last an ordinance concerning notarial deeds in Chosen was enacted by *Seirei* No. 3, and regulations for them were provided. In view of the present condition of Chosen, however, the institution of notaries exclusively doing business as such was dispensed with and it was arranged that local courts should execute the functions of notaries for the time being. Consequently, in connection with the enforcement of the ordinance above mentioned, the business of the law courts will naturally increase in volume more or less. But owing to the circumstance already referred to it is impossible to increase the staff of these courts on that account. I hope that you will let the present staff manage the notarial business and facilitate the enforcement of the ordinance concerning it.

Civil law-suits are brought to court in some places quite frequently and in other places less so, but there is a tendency as a whole for the number of cases gradually to increase. As it is a natural order of things that, with the advancement of the general public in knowledge, people desiring to have their rights respected will increase in number. If the increase in cases of civil suits is a result of popular progress there is of course no necessity to endeavour to check it, nor is it possible to do so. But to judge from your reports submitted to me, it seems that persons in the employ of lawyers and other people engaged in law business without possessing proper qualifications not infrequently induce people to entrust them with their suits sometimes even by threat or instigate

them to bring them to court. If that is really so, such persons must be placed under a very strict control, for they are the cause of great evil, inducing people to engage in useless and harmful suits simply to obtain personal gain.

It is also unavoidable that along with the progressive trend of the times various crimes are committed in increasing numbers and the number of prisoners in gaol increases. As, however, in compliance with an Imperial message granted on September 13, last year, with regard to a general amnesty in Chosen, more than 1,400 prisoners were released and more than 3,200 prisoners were favoured with reduction in the term of their imprisonment and thus would leave prison earlier than anticipated, the presumption is that any increase in the number of inmates of prisons ought not to be seen at least for the time being. But the fact is the reverse of such presumption. Decrease in the number of prisoners was only witnessed between November, last year, and January, this year, namely, during the period when most prisoners were released by special pardon. Since February, this year, the number of prisoners has been gradually increasing and it is not unlikely that it will soon reach the same level as that previous to the amnesty. This is a cause for deep concern. The spread of education, the development of productive industry, the encouragement of thrift and industry, the protection of ex-convicts and similar measures will contribute to the lessening of criminal cases, but this cannot be expected to take place in a short time. Accordingly you should be careful in judging criminal cases, be prompt in giving decision and avoid being too severe and relentless in meting out punishment. At the same time you should endeavour to make criminals penitent. This is one way by which to reduce the number of criminal cases as well as to prevent increase in the number of prison inmates.

The immediate object of relieving and protecting ex-convicts is to prevent them from repeating criminal acts. But it is impossible to attain this object without removing the cause of their crimes, namely, their habits of indolence and dissipation. So if the methods taken for their protection are erroneous, not only will no good

come from the work, but their bad habits will be accentuated and may even deprive them of all chance of becoming honest people. Accordingly all those engaged in the work of giving protection to ex-convicts should carefully study the conditions of life of the lower class people and make their proteges work and earn their own living as far as possible, so that the habit of industry and perseverance may be fostered in them and they may be enabled to become good citizens. The Government-General has planned to give subsidies from this year to those managing in a proper way the work of giving protection to ex-convicts. You should so teach and guide such men that the object of the Government-General in encouraging them may be attained.

Hitherto it was provided that those possessing the qualifications for the post of probationary judicial official in Japan could be appointed as judicial officials in Chosen. This ordinance for official appointment was gazetted at the time when courts managed by Japanese officials were established under the former Korean Government. There is no doubt that the circumstances of those days necessitated the adoption of such ordinance. But now that the various institutions of the Government are all but completed, it is not expedient to appoint probationers immediately as judges or public procurators without first requiring them to go through a period of apprenticeship. Accordingly I caused a revision to be made in April last by *Seirei* No. 5 in the Ordinance for Appointment of Judges and Public Procurators. By this ordinance it has been provided that no persons, except those having qualifications necessary for appointment in Japan as judicial officials or those who have gone through an apprenticeship of one year and a half as probationary judicial officials and passed the necessary examinations, shall be appointed as judges and public procurators in Chosen. Though there is no appropriation for the salaries of probationary judicial officials in the estimate for the present fiscal year, the Government-General intends to appoint a few such, and investigation is now in progress thereanent. When this plan is realized, you should not neglect the proper supervision and guidance of those probationers

so that they may turn out to be efficient judicial officials.

A great deal depends on the work on the part of judicial officials of acquainting the people at large with the various laws in force and of making their application complete. Especially with regard to Koreans, who do not know Japanese and are not acquainted with the laws, there is the likelihood that they will feel much inconvenience and sometimes fall into unexpected error, with the result that unable to understand the policy of the Government they will give vent to their dissatisfaction with it. It is of course one of the duties of provincial administrative officials to endeavour to enlighten and educate the people at large on such matters, but judicial officials, knowing well, as they do, the laws, would do well on such occasions as the meeting of provincial and district councilors, to explain in outline to those assembled the civil and penal laws and some other important laws, which should generally be known by the people. Also the police officials, taking charge of judicial police business and authorized to give summary judgment, having not only close relations with judicial officials, but exercising a good or bad influence on general judicial business in proportion to their efficiency or inefficiency, you should, in addition to supervising them which is but your duty, work for their proper guidance, so as to enable them to do their duty in an efficient manner. As to the strict supervision of subordinate officials and the maintenance of good order and discipline, I am especially anxious. In April, last year, I issued a private instruction showing matters to be observed by officials in doing their work and when I convened you to a meeting in May, last year, I again called your attention to the proper supervision of your subordinates. Nevertheless, it seems that my idea is not as yet fully understood, for among lower class officials there have been found some erring in conduct. I hope that you will pay more attention than hitherto to the supervision of your subordinates and so cause them properly to maintain the honour and prestige of officials.

Instruction to Directors of Charity Hospitals

(Given on May 14, 1912)

The medical work at the Charity Hospital has shown remarkable progress of late. During last year more than 230,000 patients were treated, and these were attended to more than 1,540,000 times. As compared with the year before last, during which more than 206,000 patients were treated and attended to more than 1,393,000 times, these figures show increases of more than 24,000 in the number of patients treated and of 147,000 in the number of attendances. That such a large number of patients was given medical treatment and great relief, thus enabling so many poor people to enjoy the benefaction of the Emperor, is all due to the faithful work earnestly done by you and I am greatly gratified with your service.

Though in this fiscal year, retrenchment was enforced in the ordinary expenditure of the hospitals, in recognition of the importance of medical relief work in developing Chosen as well as in showing the good intention of the Government to the people at large, I caused estimates for expenditure needed in treating patients to be increased. I hope that by appreciating the motive, while taking proper measures to meet the reduction in the ordinary expenditure of your institution, you will endeavour to expand the the medical relief work.

With regard to buildings and other equipments of the hospitals, as I instructed you on the occasion of our meeting last year, the authorities concerned expect to complete them by degrees. On account of financial obstacles, however, the plans cannot speedily be realized and I am afraid that there are still some defects to be remedied. In consideration of the unavoidable circumstances, you should try to make good the defects by working more earnestly and faithfully than is required in ordinary cases. Also, in connection with revision recently enacted of their organic regulations for provincial offices, it was arranged that the training of mid-wives and sick-nurses, which was formerly undertaken only by the Government-

General Hospital, should also be undertaken by the Provincial Charity Hospitals. This measure was taken in consideration of the paucity of mid-wives and sick-nurses living in the interior and with the hope that they will increase in number. You should do your best in training them. Also you should not neglect guiding and assisting medical practitioners, mid-wives and so forth doing business in your localities and further should endeavour to promote hygienic works by rendering assistance to local officials.

Undoubtedly, the hygienic conditions of the Korean people being still primitive, there are many things to be remedied. In so doing, however, such measures as are suited to the times and popular conditions should be taken and the adoption of any measure too theoretical for application and not likely to produce good results should be avoided.

With regard to the reception and treatment of patients coming to the hospitals, it is to be hoped that it will be more kind and cordial than before. All the members of the staff should heartily co-operate with each other, higher officials leading well their subordinates, and the latter faithfully obeying the orders of the former. Discipline must be strictly observed and good order maintained.

The Directors of the hospitals and other members of the staff should bear well in mind the purpose of the above statement and by strictly adhering to the lines shown by the superior authorities concerned should be exact and unerring in discharging their duties. At the same time they should endeavour to improve in character and to do their work well and earnestly.

Instruction to Prison Governors

(Given on May 17, 1912)

Some time in the year following my appointment as Governor-General I convened you to a meeting, but I happened to be visiting Tokyo, so I could not hear from you about the condition of affairs relating to prisons in Chosen. Also last year revised laws and regulations concerning prisons having been enforced, though there was the necessity of holding a conference with you, it was not done on account of other public business requiring immediate attention. It is a matter of satisfaction to me that at last I have had an opportunity of seeing you and of hearing from you about the condition of your work in various places.

Due to the service diligently rendered by you and your subordinates, the business of all the prisons in Chosen has steadily been adjusted and they have been much improved in equipment, having now come to assume more of the features of modern prisons. Especially am I appreciative of your service rendered on the occasion of the general amnesty which His Majesty was graciously pleased to proclaim. Naturally there was an accumulation of business attending it, but you successfully dealt with it and left nothing to be desired in enabling a large number of prisoners to receive the Imperial favour. I give you praise for this. But as there still remains many shortcomings in the management of prisons, you should endeavour to discharge your duties more efficiently than before.

The object of punishment is to maintain the authority of judgments by courts of justice as well as to make those punished penitent and good men. Accordingly in prison good order and strict discipline must always be maintained and good moral influence be exercised over prisoners, so that their habits and ideas may be unconsciously changed and after being released they may not repeat their offences but may pursue the right course of life and become good citizens. But a prison is not a place where ordinary education is given. Accordingly in allowing prisoners to read books or hear

lectures, only those books or lectures calculated to be beneficial to moral culture or of assistance in obtaining a livelihood should be chosen. In allowing books to be sent to prisoners by their friends or in lending such to them very great care should be taken in their selection and all books, such as novels or political treatises not useful to moral culture, should be rejected. It is not good to try to make prison equipments too good. If prisoners are fed too well in comparison with the living of lower class people, it may lead some people to regard prisons as places of refuge from starvation and hardship. Should such a conception come to be entertained by lower class people, the very existence of prisons, in view of the present condition of things in Chosen, would become a factor in increasing the number of criminals. The prison administration should neither be too severe nor too lenient. It should be conducted in such a way as to make prisoners feel its authority and come under good moral influence. This is a point to which I wish to direct your greatest attention.

Vigorously to enforce work by prisoners is not only necessary for making punishment sure and for increasing the incomes of prisons, but is also necessary for keeping prisoners in good health, for fostering in them the habit of industry and for preparing them for earning a livelihood after their release. Thanks to the efforts put forth to develop work in prisons, the number of prisoners given work has steadily increased. Still there are some prisons, in which work is not given to all the inmates without exception. It is quite likely that this is due to the limited area of workshops and lack in the force of guards. But the extension of workshops and the increase in guards cannot be undertaken all at once on account of financial obstacles. In view of this, you should endeavour to find means by which under existing conditions prisoners may be engaged in work as fully as possible and not allowed to pass their time in idleness. Also you should take good care in the selection of work for them, the fixing of the rates to be paid and similar matters. In short you should aim at attaining the full object in view in giving work to prisoners.

As the prison equipment is not as yet complete, it will be impossible to carry out strictly the separation of prisoners in different cells, as directed by the laws thereanent, according to their crimes and the duration of their imprisonment. But as this is a very important factor in realising the effect of punishment, it should never be ignored. Recently there is a tendency observable for Korean criminals convicted of crimes requiring a certain amount of skill and intellect such as secret theft, pickpocketing and fraud, to increase in number and to make advance in their methods. This may be a natural result of the intellectual progress of the people at large, but it is possible that such criminals, while in prison, have been brought under the bad influence of their fellow-prisoners. Accordingly you should try to carry out the separation of prisoners as completely as the present prison equipment will allow, so as to assure the destined effect of the punishment.

The number of applications for recognition of provisional release of prisoners on account of good behaviour has recently increased and it seems that prisoners thus released generally make a good showing. But the number of prisoners thus favoured shows great difference according to the various prisons. This great difference in the number of prisoners provisionally released seems to be chiefly due to the difference in the treatment given to prisoners as well as in the standard of estimating their behaviour. Accordingly you should endeavour to give appropriate treatment to prisoners and be very careful and minute in estimating their behaviour, and when you intend to release them provisionally you should do so after very careful investigation. A fair and equal method must be followed in all prisons in extending the favour to prisoners.

The object of the work of protecting ex-convicts is to enable them to obtain a livelihood and prevent them from repeating their offences. In order to attain this object they must be corrected of their bad habits and must be turned into industrious and persevering people by good guidance and encouragement. To do this, it will be most convenient and effective to employ ex-convicts on farms

or in factories established by those undertaking their protection, but under the present condition of things in Chosen it will be difficult to make such provisions requiring as they do a great amount of capital. Accordingly protectors of ex-convicts should adopt easy measures such as entrusting them to the care of public or private bodies or public-spirited individuals and letting them work for them. Above all, care must be taken not to allow them under ordinary circumstances to live without working for their living. Some days ago I gave instructions to the Provincial Governors and judicial officials to help in the promotion of the work of protecting ex-convicts. Also in order to encourage such work it has been planned to give subsidies to those undertaking it, and I have already given you private instruction as to the procedure to be taken in giving these subsidies. I hope that by appreciating my motive with regard to this subject, and by keeping connections with the local authorities and public-spirited people, you will supervise and guide in a satisfactory way those undertaking the work and help them to succeed in their efforts.

The examination of candidates for the post of warders should of course be conducted fairly and strictly in compliance with the regulations thereanent and after investigating their character and ability only those fitted for the position should be selected. I do not doubt that you are very careful in selecting them, but I note that not a few warders have been dismissed for having violated the oath they took on appointment. This is due to the error committed in selecting them. So good care must first be taken in the selection of men and they should not be allowed to commit misconduct such as above referred to.

Also the proper training of warders being an important factor in the improvement of prison administration it should not be neglected. In some prisons, however, it seems that this is not properly conducted or is entirely neglected. You should speedily take proper measures to carry out this work, teaching warders yourselves and at branch prisons making their chiefs undertake it, so that warders may be given proper training and so enabled to discharge their duty well.

Finally I wish to add a few words with regard to the conduct of prison officials. As I have often emphasized all officials, no matter what duty they are entrusted with, should assiduously engage in their work with faithfulness and sincerity. I do not doubt that you are endeavouring to lead your subordinates with this spirit animating you. As you are authorised to promote or degrade officials of the *hannin* rank, you should be especially careful in giving your decisions as to their promotion or punishment. You should always exert yourselves for the proper control and guidance of your subordinates and endeavour not to let any of them infringe official service regulations and thus you should leave nothing desirable undone, so that good alone may be the result of the discharge of the duty entrusted to you.



